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RESEARCH
REPORT

Managing the evening/night-time Economy

THE CUMULATIVE IMPACT OF PUBS, CLUBS AND RESTAURANTS

Case Study Ealing Town Centre

This report was commissioned by the Central Ealing Working Group (comprising: Ealing Council, Metropolitan Police, Ealing Centre Partnership, Ealing Civic Society, Walpole Residents Association and Neighbours on Watch), and jointly funded by the Planning Policy Team of Ealing Council and the Greater London Authority. The report was prepared on behalf of the Group by Anita Longworth, Justin O'Meara and Clare Wall of the Planning Policy Team.

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Planning Policy Research Report

Managing the evening/night-time economy - The Cumulative Impact of Pubs, Clubs and Restaurants - Case Study: Ealing Town Centre **published October 2004**

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Executive Summary

This study aims to determine, in the local context, how Ealing might measure 'cumulative impact' and determine what particular indicators of 'saturation point' or carrying capacity are meaningful, in terms of managing the negative impacts of the late-night economy.

There is a wide range of policy and strategy documents, as well as supporting research reports, which have been published on the night-time economy, at the national, regional and local level. The research showed a clear link between violence and alcohol, that the peak time for violent offending is weekend nights, and that the peak location is in and around pubs and clubs (Allen et al., 2003). While the current policy documents recognise these issues, they also acknowledge that the night-time economy is an important element of London's economy and contributes to our status as a world class city. Most authorities advocate a co-ordinated approach to tackle the wide range of management issues associated with the night-time economy, and various mechanisms have been proposed, including the concept of 'Entertainment Management Zones'.

Over 2,000 people live within the Ealing Town Centre. A survey of local residents and businesses revealed a mixed response, with a preference for a restriction of the growth of the evening economy in Ealing. A review of planning appeals for A3 uses that have taken place in the Town Centre over the period from 2000-2004 highlighted key issues and pressures.

There are a number of definitions of 'cumulative impact' in the context of the impacts of the night-time economy and these are presented in the report. An examination of possible 'indicators' identifies crime and disorder data as the primary indicator of cumulative impact, as well as a number of 'limiting factors' in terms of the so called 'carrying capacity' of town centres.

In the six year period from 1995-2001 there was a 62% increase in dining employment, and a 61% increase in employment in drinking venues. In Ealing Town Centre, restaurants and licensed premises employed 1,890 people (full and part-time) in 2000, making up 15% of the main employment categories.

One hundred and eleven premises are licensed within the Ealing Town Centre boundary, of which 45 are licensed restaurants, 46 are fully licensed premises (pubs, bars and night clubs) and 20 are off-licences. The analysis of changes in floorspace from 1998 to 2003 shows that there was a net gain of 2479m² of A3 food and drink floorspace in the Ealing Broadway area and a net increase of 1003m² of A3 food and drink floorspace in the West Ealing area. In contrast, retail floorspace is falling, particularly in West Ealing, with a net loss of 1465m² in West Ealing, and a small loss of 200m² in Ealing Broadway.

The primary indicators of cumulative impact indicate that at night-time, there is a 'hot spot' of crime and public disorder in the eastern area of the Ealing Town Centre. This evidence supports the hypothesis that the concentration of licensed premises in this area is at 'saturation point' or 'carrying capacity'. Ealing Council is now investigating, and shortly will be consulting on, a special area policy, which will be subject to a saturation policy under the Licensing Act 2003. The introduction of such a policy will be dependent upon the views of the Police and the local community expressed during the public consultation on the draft Licensing Policy.

This research identifies data on a range of issues which can be regarded as limiting factors on the night-time economy. This analysis refers to the opening hours of licensed premises, the number of patrons permitted in entertainment venues, a variety of transport information, a

footfall survey and observations of anti-social behaviour. The report suggests some further surveys that would usefully enhance this range of data. This section of the report ends by identifying selected information which would be most appropriate as secondary indicators of cumulative impact.

The report looks at current management initiatives in Ealing Town Centre, as well as some potential initiatives for the future. Current initiatives include the existing Pubwatch and Responsible Host Award Schemes and the Central Ealing Working Group. Potential initiatives include the BID scheme, 'Safer Clubbing' initiatives, the Entertainment Management Zone concept and the new Safer Neighbourhoods policing initiative.

The report concludes by considering the monitoring and review of the primary indicators and limiting factors, and how this information would be best captured and monitored in the future.

1.0 Introduction

The evening and night-time activity associated with licensed premises has proved to be an important element in securing the viability and vitality of town centres. This report considers the evening and night-time economy in a successful town centre, Ealing¹. This centre is identified in the London Plan as a Metropolitan Centre, meaning it is one of the ten most important town centres in London, outside Central London. However, the scale and success of the town centre in attracting a large number of licensed premises, has brought with it a number of negative impacts.

For some time now, residents living in the vicinity of Ealing Town Centre, have raised concern about proposals for new licensed premises and the cumulative impact these may have on the town centre. This concern has been expressed mainly in the form of objections to drinking and entertainment venues through the entertainment licensing, town planning and liquor licensing statutory procedures.

Where there is a residential property which is in close proximity to a licensed premises such as a bar or night club (an A3/D2 use under the Use Classes Order used in development planning²), residential amenity becomes a critical issue. This conflict is set to increase, as it is anticipated, that there will be a further increase in the residential population in the Ealing Town Centre, in line with government aspirations for urban renaissance. Local people are not only concerned with the impact on residential amenity. There is also the issue of the balance of uses in the town centre, so that the relatively high level of A3/D2 use³ does not prejudice the vitality and viability of other uses in the town centre. Residents want a pleasant environment in order to shop in Ealing during the evening. They also want to see the range of leisure uses broadened beyond alcohol-associated uses, so that there are choices available to all sections of the community.

The problem can generally be described as 'cumulative impact', that is, the effects of a relatively large number of licensed premises located in a confined area. The principle of 'cumulative impact' is generally well accepted in planning terms. What is less certain, however, is how a local authority might measure 'cumulative impact' and determine when or if a 'saturation point' or 'carrying capacity' has been reached, in terms of managing the negative impacts of the late-night economy. This study explores a number of primary indicators and limiting factors that can help determine this 'cumulative impact'.

These are issues that local authorities are currently grappling with in the context of the forthcoming changes to the liquor and entertainment licensing regime. This study starts from a perspective, recognised by local people and by the authorities, that the Ealing Broadway part of the Ealing Town Centre is 'at capacity' in relation to places for drinking and entertainment. The study examines the factors that determine capacity and impact. The various agencies will seek to make use of the research provided in this study in planning for the future of the town centre, and in regulating the night-time economy. Success in this respect will mean that environmental problems are reduced, while at the same time the town centre is able to flourish, on the basis of a proper balance between the range of town centre uses appropriate to Ealing.

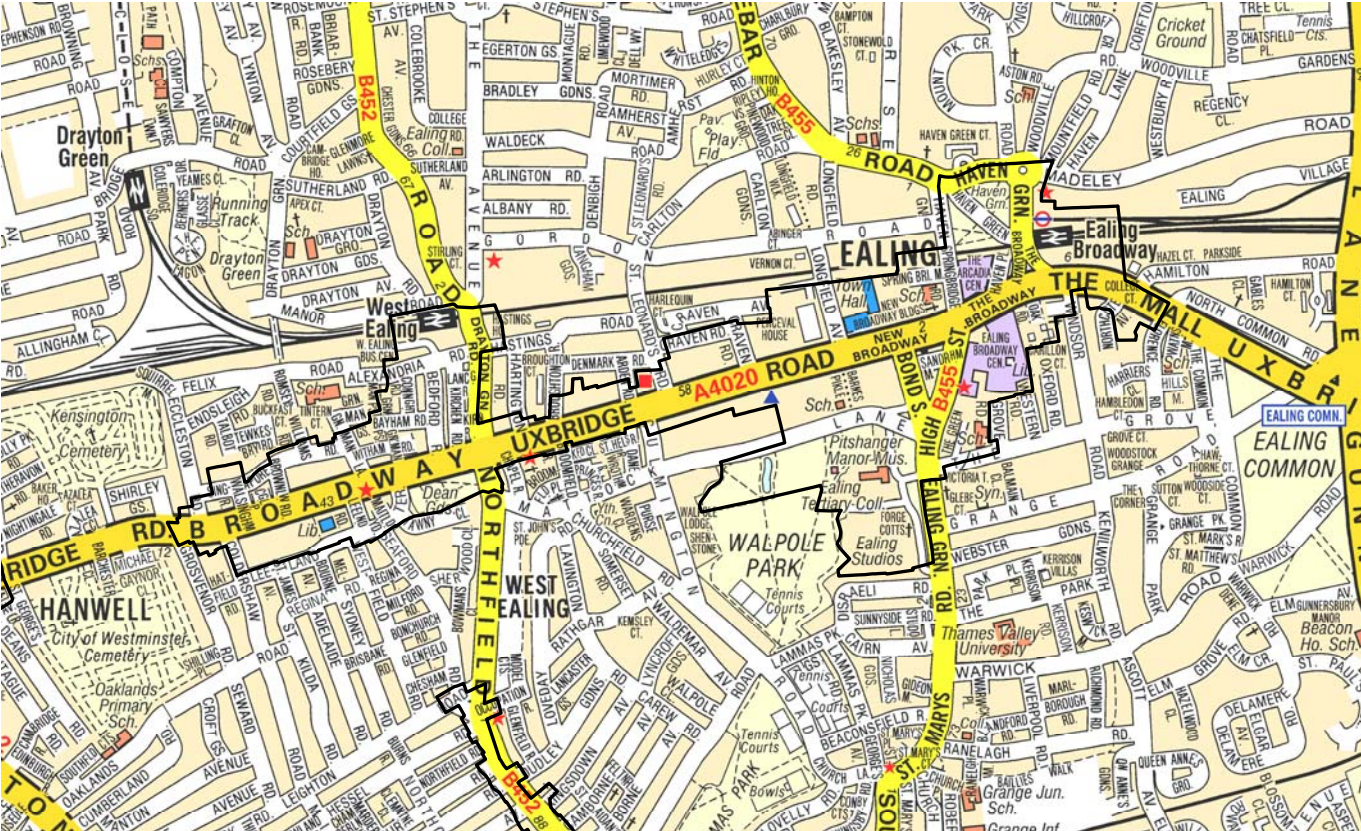
¹ The Ealing Metropolitan Centre is comprised of the Ealing Broadway and West Ealing areas.

² See the Annex for an explanation of the relevant use classes as defined by The Town and Country Planning (Use Classes Order) 1987.

³ Places for drinking and entertainment are usually classed as A3 uses, but some venues such as nightclubs fall into the D2 use class. For brevity, this report refers to all places for drinking and entertainment as A3 uses.

The next section of this report examines the policy and strategy context for this study. The third section of the report considers the local perspective and experience, in terms of the number of residents exposed to these issues, local attitudes to the late-night economy, and the success or otherwise of the local planning authority in regulating further A3 uses through the planning system. The fourth section looks at the theoretical basis and definition of the term ‘cumulative impact’ and the various factors which make up this phenomenon. The fifth section examines employment statistics for the leisure economy in Ealing, while the sixth looks at the distribution and concentration of A3 uses in the town centre. Chapter 7 examines recent crime and disorder statistics for the Ealing Town Centre, using data supplied by the Metropolitan Police, and draws some conclusions from this information. Chapter 8 looks at other ‘limiting factors’ which restrict the management level of late-night activity, such as parking, public transport, licensed premises capacity and pedestrian footfall. Chapter 9 documents some of the existing management initiatives, and also considers briefly, new management mechanisms. Chapter 10 provides some guidance on the monitoring and review of the cumulative impact indicators, and progressing the study further, while Chapter 11 sums up the study by providing a number of conclusions and recommendations.

Figure 1 - Location Map of Ealing Town Centre



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2.0 Policy and Strategy Background

There are a number of strategies, policies and guidance notes prepared by the central, regional and local levels of government that need to be considered when examining issues associated with the evening/night-time economy in Ealing Town Centre. The following section provides an analysis of this policy context.

2.1 Planning Policy Statement 6 (Draft) - Planning for Town Centres, Office of the Deputy Prime Minister (2004)

Draft Planning Policy Statement 6 - Planning for Town Centres (PPS 6) will shortly replace existing Planning Policy Guidance 6 - Shopping and Town Centres. Draft PPS 6 sets out the Government's national land use planning policy for shopping and town centres. Relevant objectives of the statement are:

- Promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.
- To enhance consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially-excluded groups.
- To promote town centre management, creating partnerships to develop, improve and maintain the town centre, including the evening economy.

The Government is also proposing to issue new guidance on 'Managing the Evening Economy' to accompany PPS 6.

2.2 Violence in the Night-Time Economy: Key Findings from the Research - Research, Development and Statistics Directorate, Home Office (2004)

The key findings from published UK and international research on violence in the night-time economy and its relation to alcohol use is presented in this document. Key points are set out below. (All research quoted below is fully referenced in the Research Paper).

- Research consistently shows the peak time for violent offending is weekend nights and the peak location is in and around pubs and clubs (Allen et al., 2003).
- Most incidents involve drinking by the offender, victim or both (Murdoch et al., 1990).
- Alcohol contributes to violence in many direct and indirect ways (Graham et al., 1998).
- Research suggests that some venues are more likely to experience violence than others. This may relate to the influence of the physical and social environments within venues. Certain frustrating or irritating physical attributes of bar, pub and night club environments include inconvenient access routes, poor ventilation, overcrowding, and permissive social environments communicated through pub/club policies and staff behaviour (Homel et al., 2001).
- Violence outside venues may be associated with large numbers of intoxicated people congregating and competing for limited food and transport facilities (Marsh and Fox-Kibby, 1992). Pressure on resources such as space, fast-food facilities and transport often becomes acute as several venues within an area close at the same time, increasing the potential for conflict (Marsh and Fox-Kibby, 1992).

2.3 The London Plan: London Spatial Development Strategy, Greater London Authority (February 2004)

The London Plan was published in February 2004 and sets out the strategic planning policy for Greater London. It aims to support town centres by enhancing access to goods and services and strengthening the wider role of town centres by supporting and encouraging town centre management, partnerships and strategies.

It recognises that London has a complex pattern of town centres and that each centre performs a different function according to the area it serves. Broad types of town centre have been identified, including; international, metropolitan, major, district, local and neighbourhood centres. Ealing Town Centre has been identified as one of the ten 'metropolitan' centres in London.

Relevant sections of the London Plan are:

3D.28 Night-time economy

- The night-time economy is recognised as an important part of London's economy as a whole.
- The Plan suggests that where appropriate, there needs to be a co-ordinated approach by agencies to tackle the wide range of issues associated with the night-time economy.
- The Plan states that boroughs should, where appropriate, consider Entertainment Management Zones (EMZ). An EMZ would be a geographically defined area where a forum of agencies works together to tackle issues associated with the evening and night-time economy. An EMZ might be designated in areas where there is a concentration of entertainment activities or in locations where growth of entertainment uses is planned.
- Planning applications for residential development in an EMZ should contain appropriate noise mitigation measures.

This project will support the London Plan (Spatial Development Strategy) objective of pursuing an integrated approach to the management of issues associated with the night-time economy.

2.4 London Agenda for Action on Alcohol: Greater London Authority (February 2004)

Relevant findings of this report are:

- Section 2.23 states that alcohol is associated with a wide range of criminal offences, typically involving males and in areas around pubs and bars.
- For 2001/2002 47% of violent crime in London was most probably attributed to alcohol.
- Evidence suggests that between 50% and 80% of assault victims are likely to have been drinking prior to the incident.

2.5 Late-Night London: Planning and Managing the Late-Night Economy, Spatial Development Strategy, Technical Report 6, Greater London Authority (June 2002)

This report was one of a series of technical papers commissioned by the GLA to support the preparation of the London Plan. Of particular note are the following points:

- The late-night economy employs 8% of the total London workforce.
- Effective mechanisms for managing late-night activities should be put in place before the new Licensing Act comes into effect.

- A Business Improvement District (BID) Scheme has potential to contribute to a co-ordinated approach in conjunction with improved policing and transport services and may be able to assist in funding management approaches.
- The diversification of late-night uses should be encouraged – there is too much focus on the sale of alcohol and young people.
- Diversification will not be easy in practice, however new licensing laws may encourage restaurants, cafes and art galleries to stay open longer.
- Reliable funding mechanisms to manage the late-night economy are required.
- The EMZ (Entertainment Management Zone) is proposed as a mechanism to manage issues: In particular:
 - Residential development should only be permitted in an EMZ where a developer can demonstrate that it is appropriate⁴.
 - Improvements to late-night transport should be an integral component of an EMZ (e.g. transport times in accordance with closing times).
 - Greater London Alcohol and Drugs Alliance should be involved in EMZ development.
- It is estimated that 40% of violent crimes, 78% of assaults and 88% of cases of criminal damage are alcohol related.
- Planning and licensing are the main avenues by which the law affects late-night uses.
- Concern that some changes of use class not requiring planning permission – new use could result in additional amenity impacts.
- Some premises change their operation through the course of the day (e.g. from a restaurant during the day to a bar at night).
- Late-night uses can often conflict with the policy objective of encouraging more housing in town centres.

2.6 Ambient Noise Strategy, Greater London Authority (2004)

This Strategy focuses on ambient noise and not directly on noise generated from commercial uses. However the strategy does refer to the statutory responsibilities of boroughs to enforce health and safety law (e.g. excessive levels of noise). The strategy advocates the preparation of 'noise maps' and the development of practical tools for day-to-day action.

2.7 Cultural Strategy – London Cultural Capital, Realising the Potential of a World Class City, Greater London Authority (2003)

- The strategy states that large scale late-night activity can place demands on public services, requiring higher levels of street cleaning and waste removal, police presence, fire and emergency services support and the provision of more late-night transport.
- The strategy identifies a need to encourage a greater diversification of activity, to assist in reducing negative issues associated with the existing types of licensed premises.
- Identifies Ealing as a 'pocket' of late-night activity.
- States that by identifying where licensed activities are located, evaluating and monitoring mechanisms for improving their management, and creating a shared pool of knowledge, there is potential to successfully manage the existing evening and late-night economy.

Policy 4 states: *London's evening and late-night economy needs to be developed in line with the changing needs of Londoners.*

⁴ This publication pre-dated changes to the London Plan which now indicate that Entertainment Management Zones are not necessarily areas where late night venues are encouraged (as previously intended) but are areas where the concentration of such uses need co-ordinated management. In some areas, increased housing may well be encouraged in policy and practice.

2.8 London Borough of Ealing, Community Strategy (2003)

This Strategy was prepared by the Local Strategic Partnership whose membership includes Council, the Police, community and business representatives. Relevant sections of the Strategy are:

- Safer Place - need for improved information sharing between partners to more effectively co-ordinate and target resources, e.g. anti-social behaviour.
- Aims to secure significant funding for a wide range of initiatives, e.g. wardens, CCTV schemes.
- Aims to secure funding for a major street lighting renewal program, with a key focus on reducing crime.
- Refers to the use of the supplementary guidance on Safer Ealing, to reduce crime opportunities in new development.
- Documents the success of the Town Centre Ranger initiative for West Ealing – increasing community perceptions of safety.
- Safer Streets campaign reduced street crime by 8% in 2002-03. Tactics include high visibility policing in hotspots.
- Identifies hotspots of anti-social behaviour, and will implement interventions to reduce levels in 5 areas by 2005.
- Plan to increase major investment in crime reduction and community safety infrastructure over 2 years by £350,000.

2.9 London Borough of Ealing - Unitary Development Plan (UDP) (Adopted 2004)

Relevant sections of the Plan are:

- Chapter 5 Housing – Chapter 5 sets out the housing targets for the borough to the year 2017, as an average of 650 new units each year. It is expected that to meet this target, there will be significant increases in residential development in Ealing Town Centre.
 - Policy 5.1 – Housing Supply
 - States that residential development will be encouraged on suitable sites in shopping centres, and that development that would result in the net loss of residential units will not be permitted. The policy also states that high density residential development may be acceptable in areas with good local services, and good public transport and capacity. Given the level of services available, the sort of areas that will be suitable for such high density development will be the borough's town centres.
 - Policy 7.1 – Shopping and Town Centres
 - States that Council will develop Town Centre Strategies that outline the aims and objectives for the borough's town centres, as well as specific proposals. A strategy for Ealing Town Centre has been prepared and adopted as SPG (see section 2.13).
 - Policy 7.3 - Designated Shopping Frontages
 - States that the loss of shopping floor space in designated frontages will not normally be permitted.
 - Policy 7.4 – Non-Designated Shopping Frontages
 - Change of use to a non-retail use will usually be permitted where this does not have an adverse impact on retail activity or residential amenity, and where it contributes to the function of the centre.

- Policy 7.6 – Eating, Drinking and Entertainment
 - States that Council will have regard to impact on amenity in relation to specific criteria (e.g. location, proximity of residential accommodation, character, traffic and transport, existing level of disturbance, proposed hours of operation, arrangements for pollution control and existing concentration of A3 premises).
 - Outlines that consent will be required when considered necessary for the sale and consumption of hot food off the premises.
 - Within Central Ealing (the Ealing Town Centre), the use of restaurants and cafes will be restricted to that use and consent will be required for a change of use to a pub or club.

2.10 London Borough of Ealing, Supplementary Planning Guidance 18 - Places for Eating, Drinking and Entertainment (Adopted 2004)

This supplementary guidance provides further policy advice on Policy 7.6 of the Unitary Development Plan. The guidance outlines key concerns and how Council will consider planning applications for Central Ealing in light of these concerns. Key concerns are:

- Protecting the retail function of centres;
- Promoting safe and secure environment;
- Promoting a range of community facilities;
- Safeguarding amenity.

In respect of these concerns, Council will consider:

- Location of proposals and proximity to residential uses;
- Preservation of appearance and character of the area;
- Proposed hours of operation;
- Transport implications (public, private and accessibility);
- Pollution;
- Cumulative impact (concentration and level of disturbance from A3/D2 uses).

2.11 London Borough of Ealing, Supplementary Planning Guidance 8 - Safer Ealing (Adopted 2004)

This supplementary guidance note provides guidance on the design measures that should be incorporated within new development to maximise personal safety and reduce the instance of crime. It refers to detailed design principles and specifications in 'Secured by Design'.

2.12 London Borough of Ealing, Supplementary Planning Guidance Volume 4 - Ealing Development Sites (Adopted 2004)

This supplementary guidance covers all the individual development sites identified in Schedule 10.21 of the UDP Written Statement (Volume 2) for the Ealing Area. This guidance sets out the preferred uses for the sites and identifies opportunities for retail, leisure and residential development within the Ealing Town Centre (see section 6.7 of this report for a more detailed examination of development opportunities on these sites).

2.13 Ealing Town Centre - A Strategy for Sustainable Improvement 2002-2012 (October 2002) (Adopted as Supplementary Planning Guidance 2004)

The Ealing Town Centre Strategy was prepared by Ealing Council and the Ealing Centre Partnership and has the status of supplementary planning guidance to the Unitary Development Plan.

- Key aim is to attract more people to live, shop, work, learn, eat, drink, relax and invest in the town centre. This poses a challenge - to achieve this aim whilst ensuring the quality of life for local residents living in and around the centre is enhanced.
- Encourages a wide mix of uses - consultation showed that people want a 'better mix' of uses.
- Wider choices of evening and night-time leisure activities need to be encouraged, to attract all sections of the community into the Centre. Promotes the evening economy in West Ealing, to increase footfall in this part of the centre.
- Highlights that the night-time economy needs to be well co-ordinated and managed so that a wider range of people are encouraged to use the centre at night and nuisance to local residents is minimised.
- Consultation undertaken in conjunction with the Strategy found that people want an improved and safer environment, and there is a strong local desire to make Ealing Broadway more like Richmond and Chiswick.
- States that with its good, and improving, public transport accessibility, Ealing Town Centre is well placed to accommodate more sustainable development, meeting local strategic needs.
- Supports programmes such as PubWatch, an information sharing mechanism between the Metropolitan police and local proprietors of licensed premises.

2.14 London Borough of Ealing, Local Licensing Policy (Draft) (October 2004)

Under Section 182 of the Licensing Act 2003 there is a requirement for Local Authorities to prepare a local licensing policy relating to the sale of alcohol. This draft policy addresses and promotes the four licensing objectives of the Act; the prevention of crime and disorder, the promotion of public safety, the prevention of public nuisance and the protection of children from harm.

2.15 London Borough of Ealing, Crime and Disorder Reduction Strategy 2002 - 2005

This Strategy was developed by the Ealing Crime and Disorder Reduction Partnership (Council, police, fire, health service, crown prosecution service, and probation service). Relevant information contained in the Strategy includes:

- During 2000/01 the areas with highest number of street robbery allegations included Ealing Town Centre.
- Thematic approach to crime (pg. 19) states that in 2001 there was a strong link between the Town Centres and drug/alcohol misuse, anti-social behaviour and violence in public places.

3.0 The Local Perspective

3.1 Survey of user views on the evening economy in Ealing Town Centre

As part of development of the Ealing Town Centre Strategy, a survey was undertaken in July 2002 of 3,742 residents, 63 businesses and 18 community/resident groups, to gain the views of users of the town centre about how they wished to see the centre develop over the next decade.

Relevant results from the survey below show that respondents felt that the evening and night-time economy needs to be carefully managed. While significant proportions responded in both categories, the most widely held view was that it was more important to restrict the growth of the evening and night-time economy than to encourage it.

Table 1 - 2002 Survey on Ealing Town Centre user views of the Evening Economy

Response	Percentage
More important to encourage and manage a thriving evening and night-time economy	38%
More important to restrict the growth of the evening and night-time economy	46%
No preference	16%
Total number of responses	3823

Breaking down the overall responses, Table 2 shows the response by user subset where a majority has come out in favour of one side or other of the argument. Broadly, local residents supported restricting growth whilst young people and others supported encouragement.

Table 2 - 2002 Survey on Ealing Town Centre user views of the Evening Economy

Supporters of encouraging growth in the evening economy		Supporters of restricting growth in the evening economy	
18-24 Year Olds	72%	Community/Residents Groups	78%
Unemployed People	59%	Residents in Central Area	53%
Black/Black British People	61%	W5 and W13 Residents	52%

Source: Ealing Centre Partnership Consultation Working Group, 2002

In many groups there was no definitive majority view. However, of those who expressed a preference, more businesses in W5 and W13 supported growth than supported restriction, and this was also the case with the Asian/Asian British ethnic grouping, and borough residents outside W5 and W13. On the other hand, amongst retired people, a greater number felt that growth should be restricted rather than encouraged.

3.2 The Residential Experience

There is a substantial population living close to the clusters of cafes, restaurants, public houses and clubs in Central Ealing. This has a significant effect on the quality of life for local residents. Residents have made it clear to the local authority what it is like to live in the area. Many residents enjoy the excellent access to a wide range of these facilities, and to the animated street life of Ealing Broadway. On the other hand, the benefits are outweighed by the problems

arising from this activity. In the evening, particularly at weekends, the area is dominated by drink-related uses that provide primarily for young adults from a wide catchment area. Because of the presence of large groups of young people who have been drinking alcohol, there are also increasing fears for community safety in the area (making many people afraid to walk out in the centre in the evenings). There is the noise associated with coming and going in the streets around, which goes on well in to the night. There is evidence of environmental damage – vandalism, litter, people being sick and relieving themselves, which of course diminishes the attractiveness of the area even further. The area may be the centre of Ealing, with the station, taxi ranks and bus stops the point of departure for revellers going home, but these locations are also the route home for residents of Ealing Broadway and residential areas in the vicinity who have been to Central London or elsewhere. Residents testify that it is not a pleasant experience to return home and have to negotiate through crowds of people who may be the worse for drink.

3.3 Residential Living in Ealing Town Centre

The number of people living in Ealing Town Centre, who may potentially be affected by their proximity to A3 uses, is estimated at 2,165 people. This estimate was derived from calculating the number of residential units in the town centre from the Council Tax Valuation List of the Valuation Office Agency, using addresses found within the town centre boundary. There are 984 residential units within the town centre boundary. In order to estimate the residential population, this figure was then multiplied by the average household size of the wards that make up Ealing Town Centre. This gave a total residential population estimate of $984 \times 2.2 = 2165$. The average household size was taken from the 2001 Census.

Ealing Town Centre is set within residential areas in the W5 and W13 postcode areas; for many of these residents, the bus, train and tube interchanges in the town centre are their local public transport stops. The number of residents affected by the night-time economy in Ealing town centre does not just include those living within the town centre boundary, but also those on the periphery, who may be affected by noise or nuisance from people leaving the town centre.

3.4 Local perspectives on the role of Ealing Town Centre

In successive consultations on the planning of the town centre, local residents (through Ealing Civic Society and local residents associations) have articulated the view that they do not want a town centre which is governed by alcohol-related land uses. Residents are concerned that the shopping environment (which increasingly extends into the evening and night-time economy) is not spoiled by problems of rowdy behaviour and perceived danger. They are concerned that the demand for relatively high value leisure uses which rely on sales of alcohol do not prevent the proper supply of development for other leisure and cultural activity in the town centre. Equally, the attractiveness of these wider leisure and cultural activities (aimed at – for example – older age groups, parents with young children, women, ethnic minority groups) might be constrained by fears associated with visiting a town centre with a preponderance of alcohol-related premises. Businesses as well as residents have put forward the vision of a balanced town centre, and have a vested interest in creating a relaxed and welcoming ambience and a wide range of leisure and cultural activity.

3.5 A3 Planning Appeals in Ealing Town Centre (2000-2004)

When an applicant applies for planning permission, the Local Planning Authority usually either grants or refuses permission. An applicant has the right to appeal against this decision to the Secretary of State (through the Planning Inspectorate) if they feel they are aggrieved by the decision or conditions. A number of appeals have been lodged relating to the refusal or non-determination of planning applications for A3 uses in Ealing Town Centre over the past 5 years. Some of these were allowed by the Planning Inspectorate (where the inspector disagreed with Ealing Council) and some were disallowed (where the Council's decision was upheld).

This section looks at 4 appeals (3 allowed and 1 disallowed) and the issues raised and addressed by the Inspector in relation to the Ealing Town Centre and the proliferation of A3 uses. The implications of these appeal decisions are then discussed with suggestions for policy direction in the future.

3.6 Allowed Appeals

23-37 High Street, W5

This application was refused by the Council in March 2000. The proposed development involved alterations and extensions to the site and the use of the site as a hotel, with 73 bedrooms and ancillary bar/restaurant facilities and car parking.

The planning permission was not determined within the prescribed period and the Council later resolved that the application would have been refused, due to strategic town centre development proposals and the over-concentration of A3 uses in the town centre. The main relevant issue addressed by the Inspector was whether the proposal would have unacceptable consequences for the local environment and the amenity of residents arising from additional bar/restaurant facilities.

The Inspector did not deem the cumulative effects that might arise from the proposal to be sufficient to warrant refusing the application, in particular the behaviour of some visitors to the bar/restaurant facilities. The application was granted subject to a number of conditions including that the premises only be used as a hotel, and acoustic treatment to be used for any parts of the premises to be used for amplified music. This permission has not yet been implemented.

59 The Mall, W5

This application was refused by the Council in April 2001. The proposed development involved the change of use of the basement and first floor from use class A1 (retail) to use class A3.

The planning permission was not determined within the prescribed period and the Council later resolved that the application would have been refused, on the grounds that it would result in an intensification of A3 uses, adding to the cumulative effects of noise and disturbance, and that the proposal failed to provide adequate provision for people with disabilities. The main issue addressed by the Inspector was the impact this proposal might have on the standards of freedom from disturbance in relation to neighbouring land uses, including harm to residential amenity through noise and disturbance or other environmental damage.

In this case the Inspector concluded that while the proposal might increase the number of people in the town centre, the proposal would not be likely to impact significantly on neighbours'

living conditions. The impact of a likely increase in noise and disturbance caused by the proposal was discussed and a number of conditions were included to address the concerns raised by the local police and residents' groups. The conditions included a limitation on the use to a coffee bar, café or restaurant, a limit on the number of seats to 70, limited opening hours from 9am to 11pm and the submission of a noise control scheme. This permission has been implemented.

6 The Mall, W5

This application was refused by the Council in February 2003. The proposed development involved a rear extension and associated alterations to an existing restaurant and takeaway, an A3 use.

The planning permission was refused on the grounds of it being a change of use and causing additional noise and disturbance and an over-concentration of A3 uses. The main issue addressed by the Inspector was the effect of the proposal on occupiers of, and visitors to, the town centre.

The Inspector concluded that the proposal supported the policies in the UDP, and would not have an adverse effect on occupiers of, or visitors to, the town centre. The Inspector deemed that no significant additional noise or disturbance would be created from the proposal that might detract from the safety and attractiveness of the environment, especially late in the evening. This permission is currently being implemented.

3.7 Disallowed Appeals

137 Uxbridge Road

This application was refused by the Council in April 2000. The proposed development involved the erection of a single storey extension to the rear of a public house in West Ealing. The proposal would have more than doubled the size of the pub, and brought the extension very close to residential properties at the rear boundary.

The planning permission was originally refused on the grounds that the size, scale and bulk of the extension would result in over development of the subject site, and that the size of the extension would intensify the use, adding to the cumulative effects of A3 uses in the locality. It was stated that this would be harmful to the living and working conditions of the occupiers of nearby properties, and to the maintenance of a safe and attractive town centre.

The main issues discussed by the Inspector included the disturbance to neighbours from an increase in the level of loud music coming from the pub, the high site coverage (of over 75%) and the number of other A3 uses in the vicinity.

The Inspector dismissed the appeal because he considered the proposal would represent an over development of the site, and would be likely to be detrimental to the residential environment of the occupiers of the immediate adjoining properties. In particular, the proposal would lead to an unacceptable increase in the level of noise and disturbance to these residents. The proposal was also in conflict with UDP policies relating to the design of buildings, impact on neighbouring buildings, site coverage limits and noise.

3.8 Findings

In the 6 The Mall case, the Inspector states that while the floorspace of an A3 operation is clearly increasing, it is increasing to accommodate more seating. She argued that a takeaway restaurant would be unlikely to attract further people into the town centre, but an increase in the seating available for customers, might encourage more of them to remain inside to eat. This, in fact, would serve to remove people from street where it is more likely that they may congregate to eat, and therefore cause further disturbance and generate more litter.

The appeal decision relating to 59 The Mall, provides the most discussion about the possible effects arising from an application to increase the floorspace of a restaurant. Although the appeal was allowed, the Inspector raises and discusses some relevant issues in determining the application.

The Inspector discusses the distinction between a restaurant licence and that required for a premises to be used as a bar or night club (On Licence) and highlights the type of activities associated with such uses. For example, people are less likely to congregate outside a restaurant than a bar/night club late at night. The Inspector clearly distinguishes this proposal (59 The Mall) a restaurant activity, from other A3 uses in the town centre in terms of its likely effect on neighbouring living conditions.

In terms of the appeal case at 137 Uxbridge Road, it should be noted that the Inspector did not dismiss the appeal due to the impact the development might have had on the amenity for residents in general in the area. The appeal was dismissed due to the direct impact it would have on the neighbouring properties and their residents. The Inspector argued that the site was located in a shopping area on a major radial route out of London, with heavy traffic volumes throughout the day and night, thus a high level of ambient noise could be expected well into the evening. The Inspector did not believe the proposed development would cause a significant change in amenity for residents in general, especially given the number of other A3 uses already in the vicinity.

The decisions considered above confirm the Council's opinion that there is a difference in the environmental impact between a restaurant and a bar or night club. Where an A3 use is restricted to a restaurant or family restaurant, there is less likelihood of adverse effects related to alcohol consumption and the resulting rowdy behaviour. One option to address the increasing demand for A3 premises is to encourage family restaurants and/or to restrict the use of premises to cafés or restaurants, rather than allowing premises a dual use, and the opportunity to operate as a bar later in the evenings or at weekends.

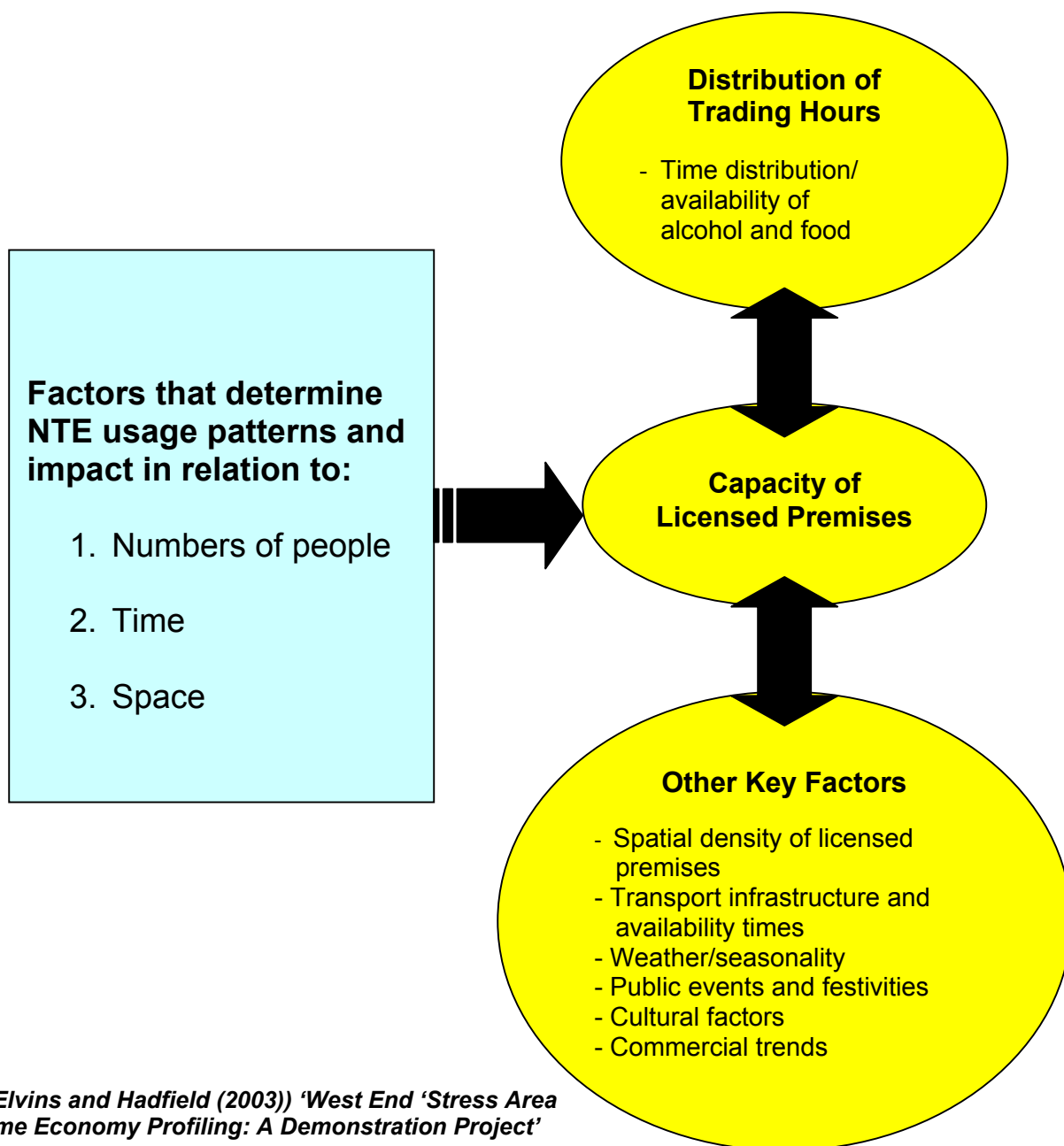
In order to make robust decisions on planning applications and present a strong case at planning or licensing appeals, it is important to provide relevant research and evidence on potential effects, to support these decisions. This is particularly the case where cumulative impact is felt to be an issue. By considering the proposal as a whole, and the range of possible effects it may give rise to, supporting evidence can be gathered to make a case, for refusing an application, or imposing certain conditions to mitigate the effects such a proposal might cause.

4.0 The Study

The following quote and diagram provide a concise summary of the multiple elements that combine to make up the late-night economy.

“Nightlife areas are the sites of intense social interaction where people converge in space and time in order to fulfil their entertainment needs, exercise choice, enjoy the exciting ambience and, in a small minority of cases, exploit criminal opportunities (Hadfield et al., 2003). The nature and volume of human activity is influenced by a number of factors including the distribution of trading hours in respect of food, drink and entertainment outlets, the spatial density and capacity of such outlets, the availability of public transport, the influence of weather and seasonality and the timing of public events and festivities” (Elvins and Hadfield, 2003)

Figure 2 – The Night-time Economy (NTE): Simple Dynamics



Source: Elvins and Hadfield (2003) 'West End 'Stress Area' Night-Time Economy Profiling: A Demonstration Project'

The human activity associated with the night-time economy impacts on the urban environment through the demands placed on town centre infrastructure, including the various forms of environmental 'pollution' that are generated. These 'after effects' of other peoples 'good night out' must be anticipated and managed by the Council, Police and other public agencies.

The local residents and the authorities that manage the Ealing Town Centre are in agreement that the number of A3 eating, drinking and entertainment establishments in Ealing Broadway has reached its current management capacity. The purpose of this study is to examine what the elements of this 'capacity' are, by examining the various evidence that has been collated with respect to the night-time economy. The factors or 'indicators' of capacity which contribute to this, need to be established in order to determine whether new applications for A3 uses (or applications for liquor licences) will add or detract from this cumulative impact, and therefore whether future applications should be approved or refused. It would also help in identifying appropriate conditions for cases that may be acceptable in principle, but where the environmental effects are unacceptable in their current form.

4.1 Definition of Cumulative Impact

The word 'cumulative' means *'growing in quantity, strength, or effect by successive additions'* while the word 'impact' in this context means...*'to have an impact or strong effect on'* (Collins Concise Dictionary, 5th Edition, 2001). 'Cumulative impact' can be described then, as the *'compounding effect'* of a particular phenomenon.

The following statements have been used by other local authorities and agencies to describe the cumulative impact of the addition of multiple, new or extended licensed premises in a particular locality:

- *The compounding effect of amenity, crime, nuisance and infrastructure issues associated with multiple licensed premises in a defined catchment area.*
- *An over concentration of licensed premises in a locality.*
- *Where the cumulative effect of many licensed premises concentrated together causes unacceptable problems of crime, public disorder and nuisance, due to the numbers of people arriving and moving between such venues.*
- *A saturation of licensed premises that attracts customers to an area to such a degree that it has an adverse impact on the surrounding area that is beyond the proper control of individual licence holders and relevant authorities.*
- *Cumulative impact is the disruption that occurs when conditions have deteriorated to the point where activity in one area of activity is adversely affected by changes and/or additions to activity in another area of activity.*

From the statements above, the unacceptable cumulative impact of licensed premises can be defined, for the purposes of this study as:

'The concentration of many licensed premises in a defined area and the associated impacts of crime, public disorder and nuisance that are above acceptable levels, and beyond the proper control and management of licensees, police, the local authority and other agencies'.

4.2 Indicators of Cumulative Impact

As night-time activity has grown, there has become an increasing need to identify potential environmental indicators which can help to monitor, analyse, and eventually be used as tools to prevent or mitigate the problems that occur. However, several crucial issues have to be acknowledged when an attempt is made to measure the complex social, economic and cultural phenomena that are generated by the night-time economy.

1. Data held by the relevant local agencies (Council, police, etc) is nearly always collected for a purpose that is neither directly nor exclusively related to the night-time economy. This often means that relevant data either cannot be disaggregated or is not collected frequently enough, as it is not a relevant priority for the authority.
2. Correlation with the night-time economy is generally shown only in *secondary* data, that is, time and space information that relates to specific activities. This data may have a direct relationship with the night-time economy (for example, assaults occurring inside licensed premises) or have a more indirect relationship (for example, the amount of litter collected at 3.00 am in streets where there are significant numbers of licensed premises).
3. Some phenomena cannot practically be measured due to their intrinsic complexity, or due to the resource implications of establishing a collection system (for example, it is impossible to measure how much street litter is related to persons using licensed premises as compared with the total amount of litter collected) (Elvins and Hadfield, 2003).

Elvins and Hadfield, in their study: 'West End 'Stress Area 'Night-Time Economy Profiling: A Demonstration Project' (2003) found that the most practical dimensions on which to establish *correlations* with the night-time economy were *time* and *location* factors. They stated that:

"Licensing decisions have traditionally focused on the impact that individual licensed premises may have upon the surrounding area with regard to their proximity to residential uses and amenities. They have not considered broader notions of cumulative effect; for example, streets cannot be cleaned if they are filled with large crowds of boisterous or aggressive people and a clear three hour period is needed to complete operations overnight before the new working day begins. The quantification of this situation is much more difficult, and has formed one of the principal challenges faced by this study".

They found that it was important not to create the impression that 'stress' issues relate only to crime.

"Many of the difficulties generated by large, unpredictable gatherings of high-spirited people will never result in arrest (nor is anyone really arguing that they should), for example: the slamming of car doors, blaring of horns, litter (often fast food wrappers and empty bottles), urination in the streets or against buildings, and excessively noisy greetings or farewells. None of these activities are measurable through police data in any direct or meaningful sense. However, the cumulative impact of these measures can be viewed as eroding quality of life.... Again, the challenge is to find ways of measuring both the extent of and time patterns linked to these activities so that they may be compared with data on the location, opening and closing times, and permitted capacities of licensed premises".

Indicators of cumulative impact are appropriate 'measures', which can be used to assess the level of cumulative impact, or the 'compounding effect' of a particular activity. Indicators must correlate with the time and space factors that define and locate 'night-time' economy activity. Indicators should measure whether or not the area would exhibit different characteristics – depending on the particular indicator, if the concentration of licensed premises did not exist.

One method of measuring this, that has been used by the City of Westminster, is to compare the impact of licensed premises activity in a defined area (e.g. town centre boundary) as a percentage of that experienced by the Borough as a whole. The City of Westminster has found that 40% of street crime occurs in the Soho/West End area, even though this area makes up only 4% of the land area of Westminster. The Soho/West End area has much higher levels of crime than other areas of Westminster and has been judged by the Westminster City Council as above acceptable levels. This approach was endorsed by the Government Inspector in his report into objections to the replacement City of Westminster Unitary Development Plan (January 2004).

The City of Westminster has designated in the Unitary Development Plan three 'Stress Areas,' in the West End, Edgware Road and Queensway/Bayswater. 'Stress Areas' are defined as those areas that have become dominated with A3 and entertainment uses to the extent that their character is being eroded by those uses. The Inspector considered the designation of the 'Stress Areas' and considered that they were fully justified. The Inspector recommended that in determining the designation of a Stress Area that *'the proper basis of assessment is the comparative incidence of crime. This needs to be assessed relative to the whole of Westminster'* (City of Westminster Unitary Development Plan Review – Inspectors Report, January 2004, pg. 912).

4.3 Primary Indicators of Cumulative Impact and the Concept of Carrying Capacity

The Greater London Authority's 2004 London Agenda for Action on Alcohol, states that:

- Alcohol is associated with a wide range of criminal offences, typically involving males and in areas around pubs and bars.
- For 2001/2002 47% of violent crime in London was most probably attributed to alcohol.
- Evidence suggests that between 50% and 80% of assault victims are likely to have been drinking prior to the incident.

Taking into account:

- the strong links between alcohol and crime identified in the research by the Greater London Authority, and in the UK generally;
- the Inspector's recommendations on the City of Westminster's replacement Unitary Development Plan; and
- draft local licensing policy guidance issued by the Department of Culture, Media and Sport (DCMS);

it can be concluded that certain types of crime and public disorder will be appropriate primary indicators for determining the cumulative impact of licensed premises on the town centre, provided that the difficulty in isolating the specific role and importance of alcohol as a precursor to violence is acknowledged. The Home Office guidance (2003) suggests that by adopting an 'indirect' approach which links spatial, temporal and contextual indicators of alcohol consumption to the patterning of crime and disorder, this problem can be tackled.

To determine whether the level of crime and public disorder is above an 'acceptable or tolerable threshold', a so called 'carrying capacity'; data for a defined area needs to be compared to the

Borough as a whole. This will determine whether levels of crime and public disorder are higher in the defined area than the rest of the Borough. The level of crime should also be compared to the numbers of people frequenting a particular area at night– i.e. what proportion of people on the street are involved in crime and public disorder activity.

The carrying capacity or cumulative impact threshold may well be different for different town centres within the borough, and across London, depending on the established and historical mix of land uses. Ealing Town Centre has always had permanent residents living within the Town Centre. There are statutory policies that safeguard their quality of life, and the existence of residential accommodation clearly affects the carrying capacity of the town centre. The needs of local residents should be addressed on the basis that Ealing Town Centre is a metropolitan centre and needs to remain viable.

A method of determining whether crime and public disorder within a defined area can be linked to licensed premises, is to map the location of licensed premises in relation to crime and public disorder incidents, and determine whether there is any correlation between the two. If crime and public disorder is above an acceptable level, and it is found that there is a correlation with the location of licensed premises, the number of licensed premises could be considered to be at (or even above) ‘saturation point’ or ‘carrying capacity’ for that area (i.e. the number of licensed premises has reached a limit, whereby any further increases would create unacceptable crime and public disorder problems). It is important to note that correlation does not necessarily prove causality.

Potential primary crime-based indicators of cumulative impact are:

Primary Indicator	Description
Violence against the person	Includes: murder, actual bodily harm, assault on the police, grievous bodily harm, common and indecent assault, violent disorder and possession of an offensive weapon.
Disturbances in a public place	There is no set definition for this crime category; however, from the data set used in this study, examples include incidents that police are called to which involve human actions such as fighting, rowdy behaviour, shouting and noise.
Disturbances in (or just outside) a Licensed Premises	There is no set definition for this crime category; however, from the data set used in this study, examples include incidents in a licensed premises that police are called to which involve human actions such as fighting, rowdy behaviour, shouting and noise.
Drunkenness	People under the influence of alcohol above legal limits.
Noise	Includes: general noise, vehicle alarms, commercial noise (general), commercial amplified noise, commercial loud amplified music, loud speakers, equipment noise, street noise, traffic, loading and unloading noise, vibration and noise from human activity.

Source: Metropolitan Police, 2003

Elvins and Hadfield (2003), have said that it is important to “*be careful to distinguish between crimes that are committed directly by or against patrons using the NTE (Night-Time Economy) and those that relate to the offering of a service (or use of the service in question). Examples of the former include assaults and public order offences, whereas the latter predominantly relate to drug dealing or drug purchase. In the latter case, we must accept that recorded crime levels will*

be more directly related to the practices of individual licensed premises and to police operational priorities and resources than to the total number of licensed premises at a given time. Figures on drug offences within a defined location can typically be skewed by a single police operation, so for this reason the Westminster study excluded crime data of this type”.

The following three crime categories are considered to be less directly attributable to late-night activity, but still possibly associated. Some activities recorded within these categories are more likely to be connected than others. For completeness, these categories have been retained in the crime and disorder analysis in section 6 of the report.

Criminal Damage	Includes: criminal damage under and over £5,000, criminal damage by fire, damage to a motor vehicle. Incidents of graffiti and fly posting are also included within this category.
Drugs	Includes: possession and supply of drugs and other drug offences.
Robbery	Includes: robbery of a commercial premises, robbery of the person, theft of the person from snatching and theft of the person from dipping (e.g. pick pockets).

These indicator categories are based on the London Metropolitan Police system for logging 999 calls. The category into which the call is logged depends on the quality of information that the caller provides, and is based on the CAD operator’s discretion. There is therefore, the potential for double counting of data, as several calls may be recorded for each incident reported, or alternatively, potential for the mis-recording of data, as a result of inaccurate or insufficient information from a caller.

A crime and public disorder analysis of Ealing Town Centre for 2001 – 2003 is set out at Chapter 7 of this report.

4.4 Cumulative Impact – Other ‘Limiting Factors’ of Town Centre Capacity

If a town centre is considered as having a ‘carrying capacity’ in terms of licensed premises, it is reasonable to assume that there are a number of other so called ‘limiting factors’, which may contribute to, or detract from, the level of impact that the evening and night-time economy has on the town centre services and infrastructure. These other limiting factors may include the the availability of public space, street cleansing, public transport services, and car parking. Obtaining data on these limiting factors would assist relevant authorities and agencies to program and plan for future works or increased services, in order to reduce the impact of licensed activities. These indicators could also provide a good basis for imposing certain conditions on planning permissions or licences for new or re-developed food and drink premises (e.g. a requirement on a venue operator to keep the area outside the premises clean and free of litter).

Like primary indicators, data gathered on these other limiting factors needs to be compared with the Borough as a whole, to determine whether any special actions/responses are required for a defined area. Where demand is exceeding supply, management problems are created. Management responses could include either trying to reduce demand for such services, or increasing the capacity (i.e. increasing the service).

‘Limiting Factors’ to consider include:

Limiting factor	Description
Availability of public space	Large numbers of people congregating in public areas (e.g. footpaths) but not undertaking criminal activity, thereby limiting the availability of that space to other users and/or impacting on other services or infrastructure (e.g. leaving large amounts of litter behind).
Unlicensed minicabs	Number of unlicensed mini cabs operating in the town centre.
Traffic congestion	Levels of traffic above the capacity of the road network.
Public transport capacity	Capacity of public transport services to take passengers.
Public car parking usage	Usage levels of public car parking (includes on street and off- street parking)
Littering	Amounts of litter on footpaths and streets.
Pedestrian footfall	Number of pedestrians in certain areas at different time of the day.
Fouling	Human waste
Residential accommodation	The degree of juxtaposition between residential accommodation and licensed premises.

It should be noted that measuring some of the limiting factors above is difficult, due to the complexity and cost involved in doing so. Fouling on the streets for example, would be very difficult to quantify. Economies of scale can be achieved however, in the gathering of data on some of the other limiting factors. For example, information gathered on pedestrian footfall and public transport can also be used for other purposes – for example to contribute to the development of policy approaches such as licensing policy, town centre strategies, or for retail floorspace surveys and traffic management studies. The multiplicity of uses for this data means it is also more likely that funds/resources can be found for the collection of this data. Footfall data for example, could be sold on to retailers/developers. Timing is also an issue – it is likely that a more comprehensive data set will become available over time.

An initial analysis of information on these limiting factors for Ealing Town Centre is at Chapter 8 of this report. This analysis is based on the information available at the time of preparing the report and it is recognised that further data collection and analysis would improve our understanding of the pressures and impacts on the town centre. A footfall survey was undertaken over a Friday (16th) and Saturday (17th) night in July 2004, and this has provided some ‘snapshot’ data of activity in the Centre. More systematic data capture is needed to provide a proper understanding of these limiting factors. The results of the footfall survey are examined in Chapter 8.

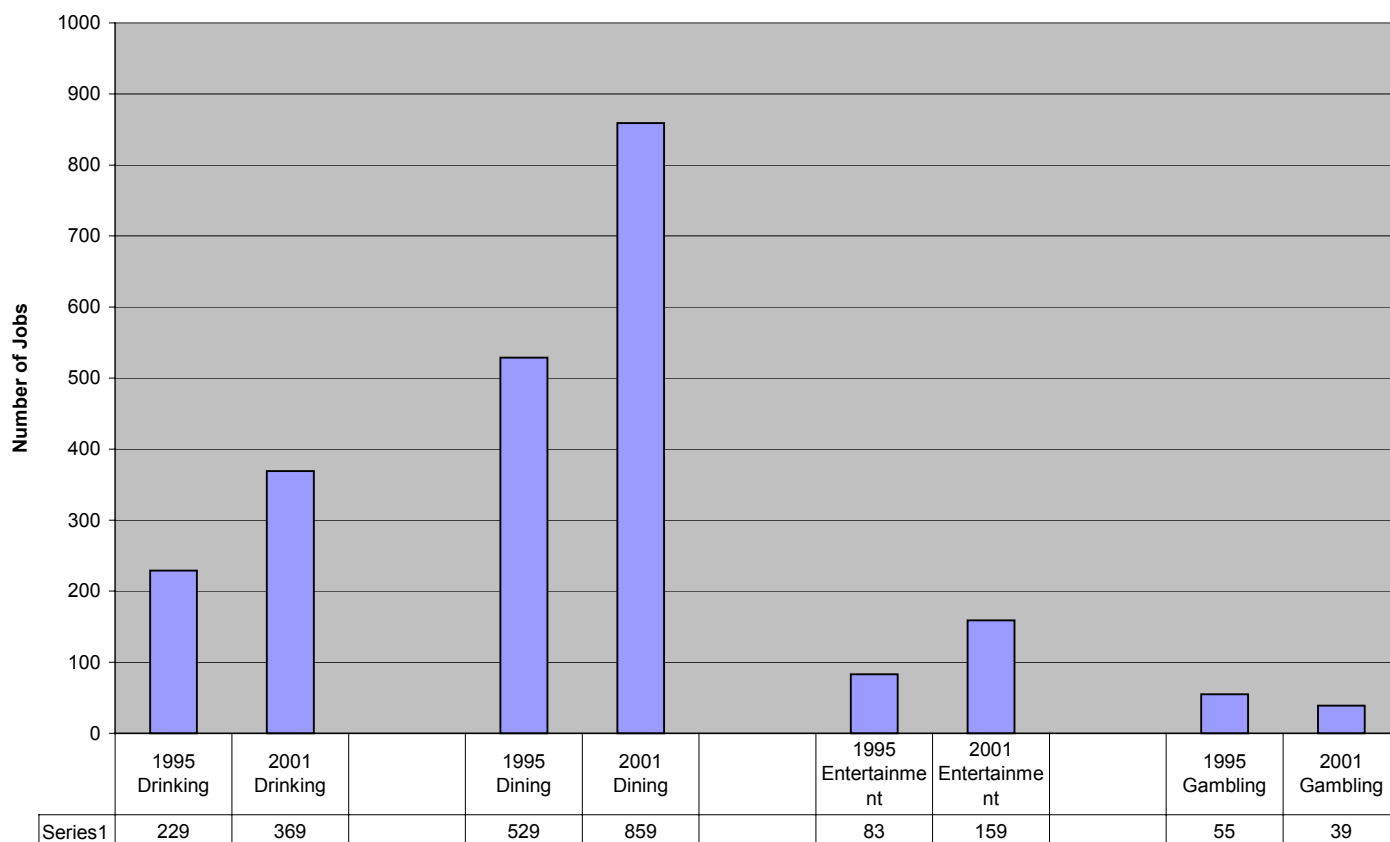
5.0 Employment in the Leisure Economy - Ealing Town Centre

Employment in the evening and night-time economy is recognised as a significant contributor to the wider London economy, and to its status as a world class city.

5.1 Employment trends in dining and drinking venues in the period 1995 - 2001

The graph in Figure 3 below shows the growth in employment in the leisure industry in Ealing over the period from 1995 to 2001. There were 758 jobs in the drinking and dining sectors combined in 1995, compared with 1228 in 2001. This equates to an additional 470 jobs, or an average of 78 new jobs a year over 6 years.

Figure 3 - Ealing Town Centre Leisure Industry Employment 1995 - 2001



Source: London Borough of Ealing, Office of National Statistics Annual Business Inquiry 1995-2001

Clearly one of the positive effects of the evening and night-time economy in Ealing Town Centre is the creation of new employment opportunities. The percentage increase in jobs over the six-year period equates to a 61% increase in drinking employment and a 62% increase in employment in dining venues. The figures quoted are full-time equivalent positions.

5.2 Employment in Ealing Town Centre

The Office of the Deputy Prime Minister (ODPM) provided the following employment statistics for Ealing Town Centre for 2000.

Table 3 - Employment in Ealing Town Centre -2000

Employment Sector	Persons Employed	Percentage
Convenience Retail	1,240	10%
Comparison Retail	2,790	22%
Service Retail	480	4%
Restaurants and Licensed Premises	1,890	15%
Arts, Culture and Entertainment	160	1%
Commercial Office	3,920	31%
Public Service	2,260	18%
Total	12,740	100%

Source: Office of the Deputy Prime Minister, 2000

These statistics show the seven main employment categories for Ealing Town Centre and show that Restaurants and Licensed Premises employed 1,890 people (full and part-time) making up 15% of the main employment categories.

5.3 Employment in Other Town Centre Uses

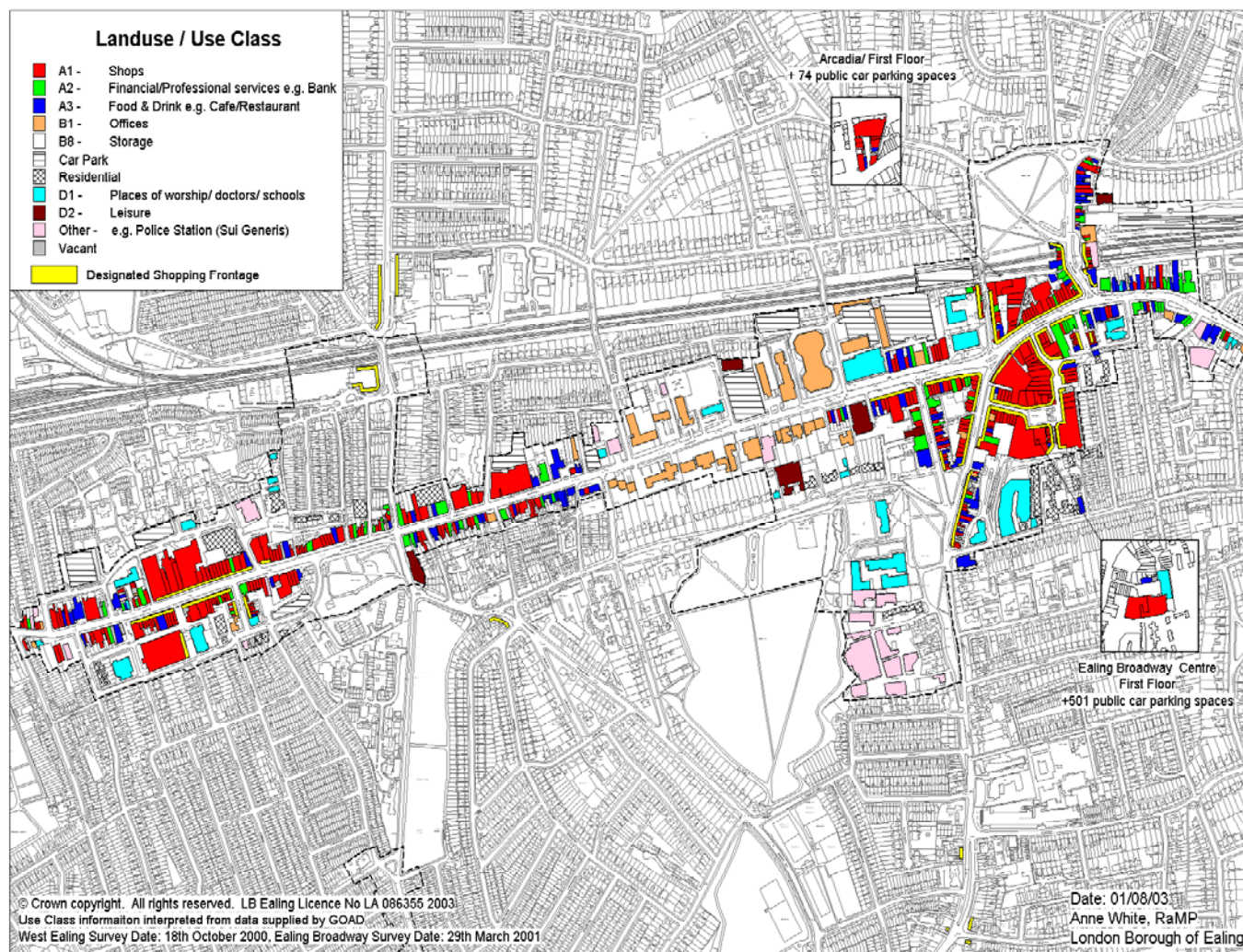
The potential for growth in alternative town centre uses has not been considered in this study. These alternative uses might include employment in retail, other leisure and community activities, offices, culture, media and education. Section 2 of the report has indicated anticipated growth in residential accommodation in the town centre, and that there is likely to be an increase in employment in social infrastructure facilities, associated with this development. The relationship between these activities would require further study.

6.0 Land use and licensed premises

6.1 Land use

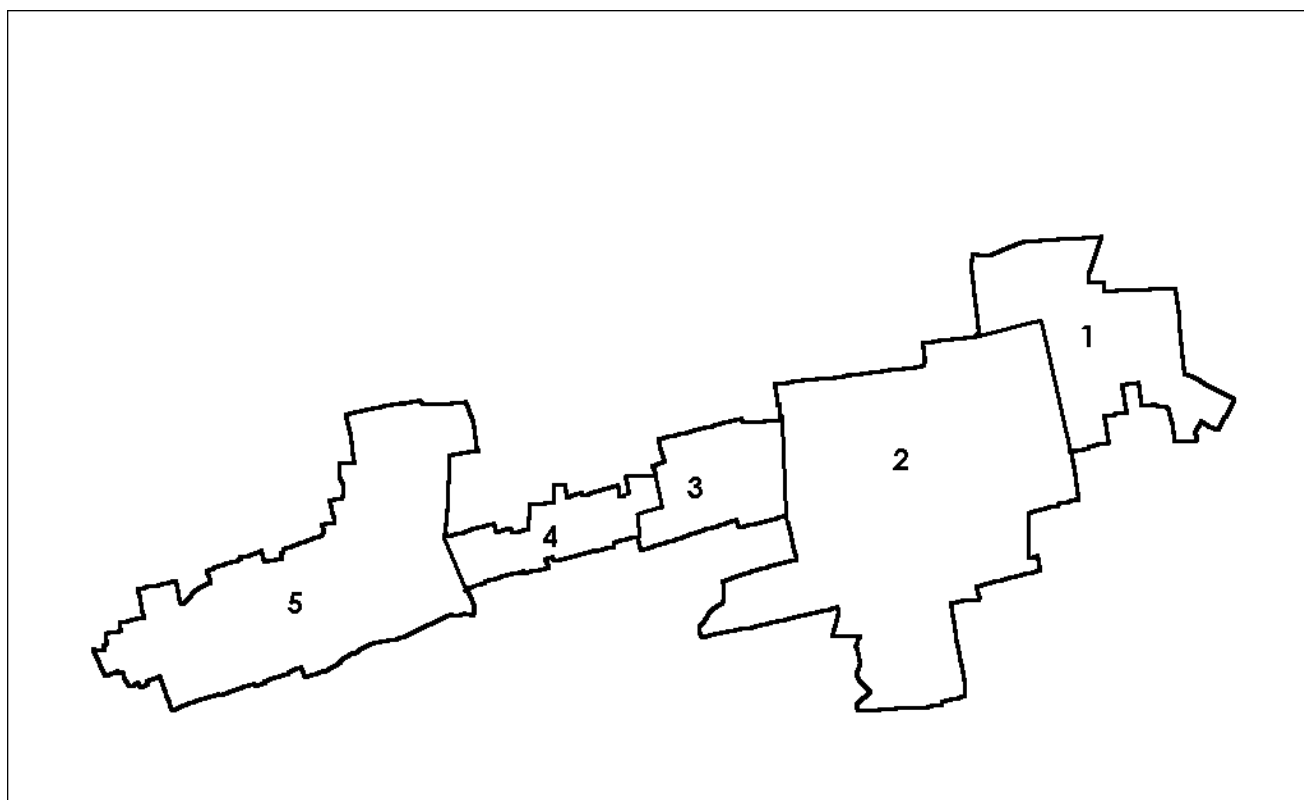
The map below (Figure 4) shows the Ealing Town Centre boundary as a dotted line (as defined in the Replacement Ealing Unitary Development Plan, The 'New Plan for the Environment', 2004). Also shown on the map below is land use (as classified by the Planning Use Classes Order), and the designated shopping frontages identified in the UDP. Please note that some changes of use may have occurred since this map was produced.

Figure 4 - Land uses in Ealing Town Centre (August 2003)



Although identified as one continuous area on the above map, the Ealing Town Centre is often referred to as two distinct areas, 'Ealing Broadway' and 'West Ealing'. These two areas are considered in the London Plan and the Unitary Development Plan as forming one town centre - the Ealing Metropolitan Centre. For the purposes of this study, the two areas will sometimes be considered separately, as they tend to have quite distinct characteristics, but are to be considered as one centre when the term 'Ealing Town Centre' is used. The boundary between these two areas is the postcode boundary, as shown in Figure 5, with Ealing Broadway made up of zones 1, 2 and 3, and West Ealing made up of zones 4 and 5. (These zones have been defined for the purposes of this study.)

Figure 5 - Ealing Town Centre divided into 'Cumulative Impact Zones'



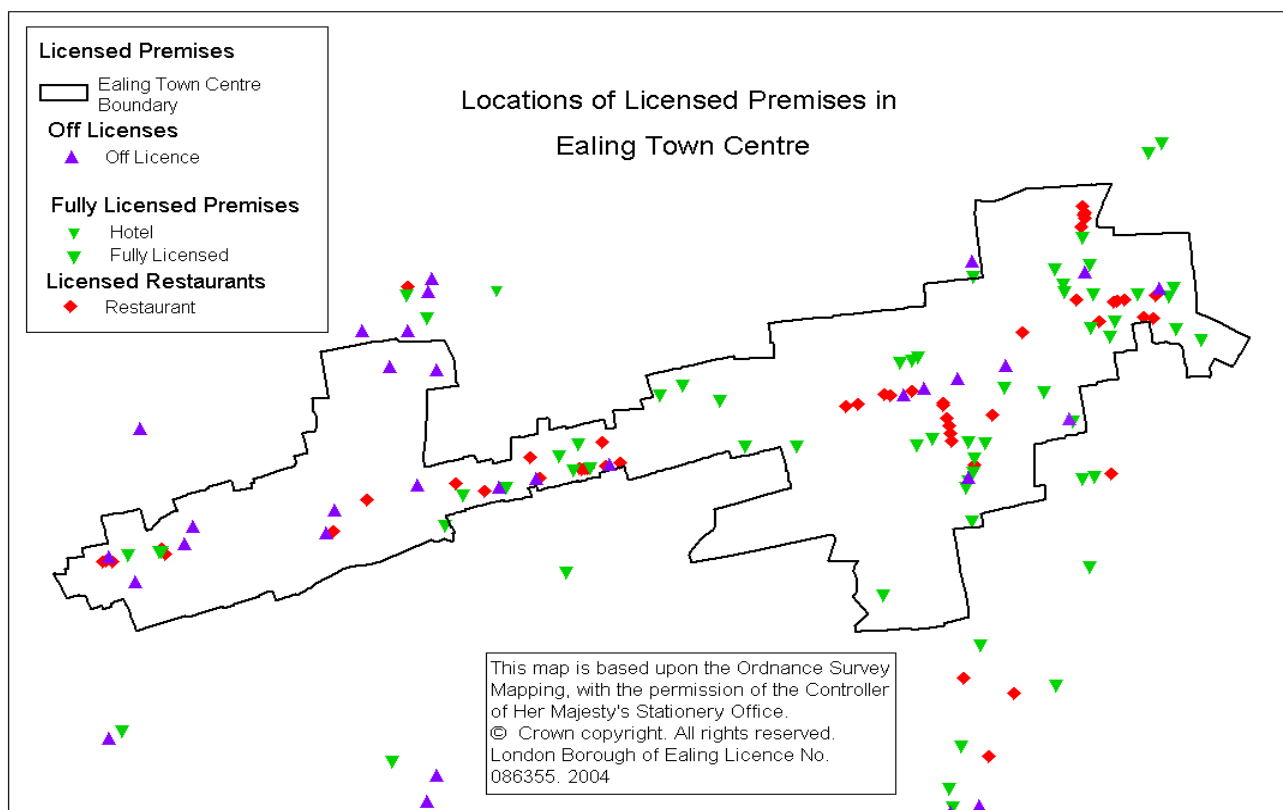
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6.2 Licensed Premises

Locations of Licensed Premises in Ealing Town Centre

There were 111 licensed premises within the Ealing town centre boundary in July 2004. Of these, 45 are licensed restaurants, 46 are fully licensed premises (pubs, bars and night clubs) and 20 are off-licences. Figure 6 below shows the locations of each of the licensed premises classified according to their current liquor licence.

Figure 6 - Location of Licensed Premises in Ealing Town Centre (July 2004)

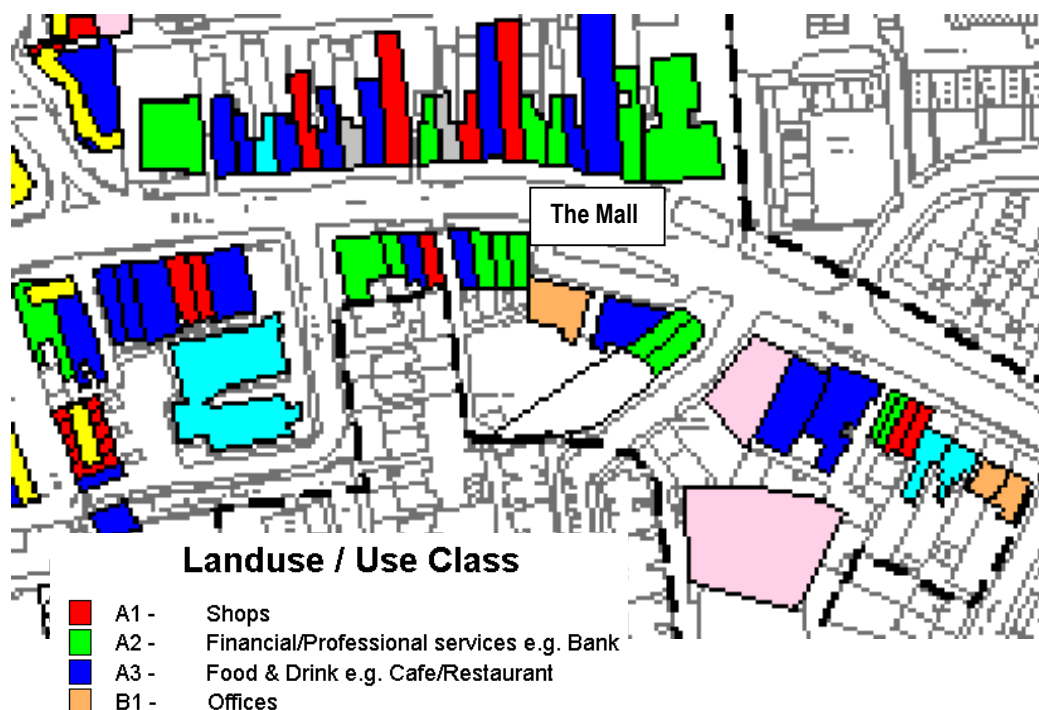


6.3 Concentrations of Licensed Food and Drink Premises in Ealing Town Centre

In order to determine which areas within Ealing Town Centre have a concentration of licensed food and drink premises, a more detailed examination of the location of food and drink premises was undertaken.

Figures 7, 8, 9 and 10, and Tables 4, 5, 6, 7 and 8 provide an overview of these areas. Unfortunately (with the exception of the licensed premises on the first floor of the Ealing Broadway Centre) the database from which these maps are generated (GOAD) does not map land uses above the ground floor of premises. Therefore A3 uses which are located in the basement or on the first or higher floors, will not be illustrated in these diagrams (for example the premises of the Priory and Boulevard). It is hoped that a more sophisticated version of this program will be available in the future.

Figure 7 - Land use map of The Mall, Ealing Broadway



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Table 4 - Northern side of The Mall between the Broadway and Hamilton Road

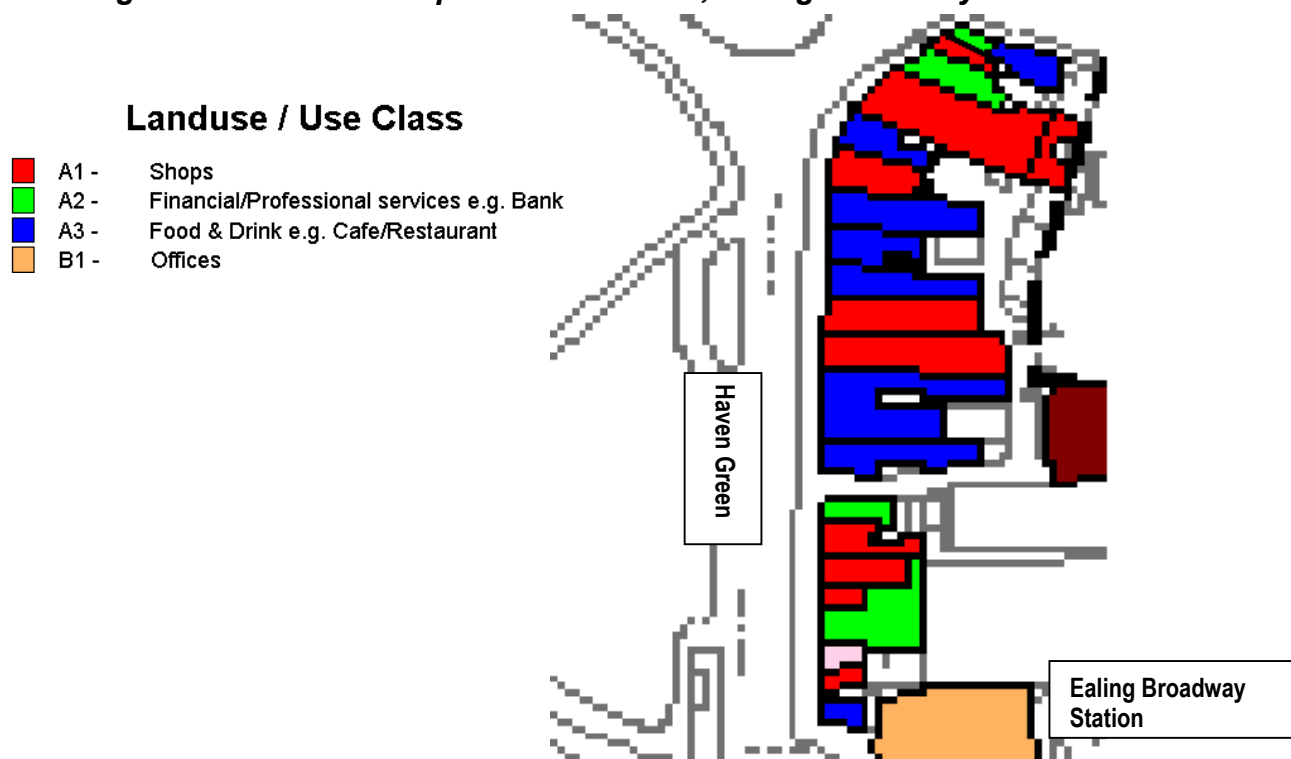
Land Use category	Number of premises
A1 – Shops	4
A2 – Financial & professional services	6
A3 – Food and drink	9
Total	19
Licensed Premises	
On-Licence	4
Restaurant Licence	3
Off-Licence	1
Night Cafes	2
Total	10

Table 5 - Southern side of The Mall between Oak Road and Florence Road

Land Use category	Number of premises
A1 – Shops	5
A2 – Financial & professional services	10
A3 – Food and drink	10
Total	25
Licensed Premises	
On-Licence	4
Restaurant Licence	4
Off-Licence	0
Night Cafes	1
Total	9

Tables 4 and 5 and Figure 7 show that on the northern and southern sides of The Mall there are 19 food and drink premises fronting The Mall, compared with 16 premises undertaking financial and professional services, and 9 retail units.

Figure 8 - Land use map of Haven Green, Ealing Broadway



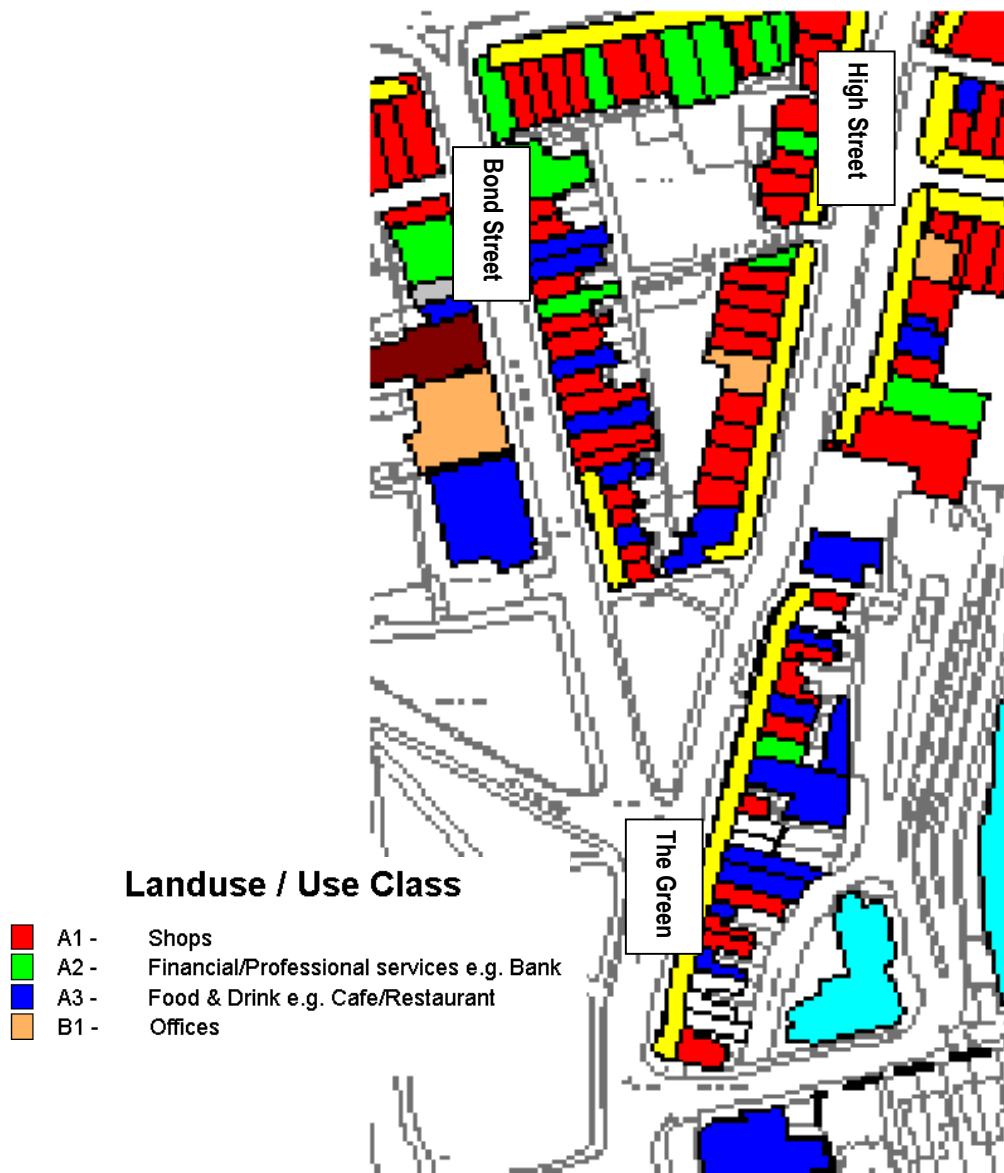
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Table 6 - Eastern side of Haven Green and north of Ealing Broadway Station

Land Use category	Number of premises
A1 – Shops	9
A2 – Financial & professional services	4
A3 – Food and drink	8
Total	21
Licensed Premises	
On-Licence	1
Restaurant	5
Off-Licence	0
Night Cafes	1
Total	7

Table 6 and Figure 8 show that there are 8 food and drink premises, 9 shops, and 4 premises undertaking financial and professional services in this area.

Figure 9 - New Broadway, Bond Street, Mattock Lane and High Street/The Green



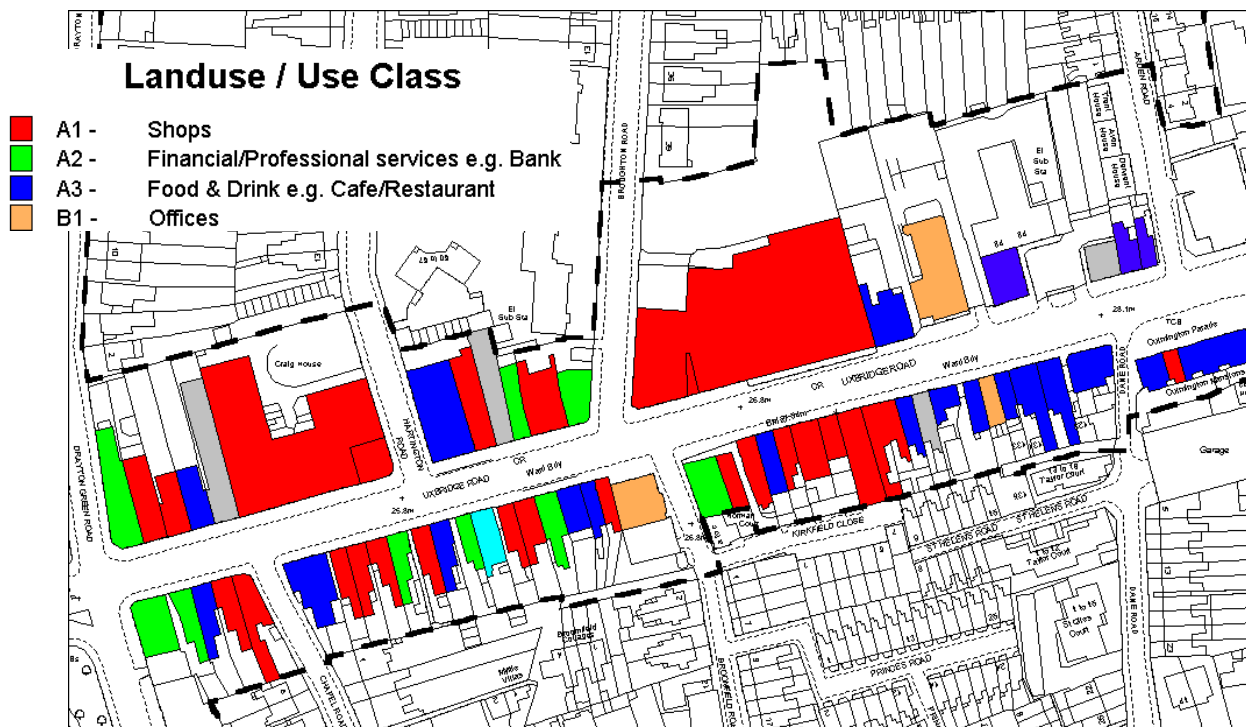
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Table 7 - New Broadway, Bond Street, Mattock Lane and High Street/The Green

Use category	Number of premises
A1 – Shops	50
A2 – Financial & professional services	13
A3 - Food and drink	21
Total	84
Licensed Premises	
On-Licence	7
Restaurant	12
Off-Licence	2
Night Cafes	0
Total	21

Table 7 and Figure 9 show an area (New Broadway, High Street/The Green and Mattock Lane) that is mostly defined as a designated shopping frontage (with the exception of Bond Street). This area has a high number of food and drink premises, however unlike The Mall area, there are more shops (50) than food and drink premises (21).

Figure 10 - Land use map of Uxbridge Road, West Ealing



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Table 8 - Uxbridge Road between Drayton Green Road and Arden Road

Land Use category	Number of premises
A1 – Shops	25
A2 – Financial & professional services	9
A3 – Food and drink	21
Total	55
Licensed Premises	
On-Licence	6
Restaurant Licence	12
Off-Licence	2
Night Cafes	3
Total	23

Table 8 and Figure 10 show an area (Uxbridge Road between Culmington Road and Northfield Avenue) that is located in West Ealing. This area has a clear concentration of A3 uses, with a similar number of food and drink premises (21) to New Broadway. Just over half of these premises hold Restaurant licences (12).

6.4 Net change in floorspace of A1 and A3 uses 1998 - 2003

Figure 11 and Table 9 show that from 1998 to 2003 there was a net gain of 2479m² of A3 food and drink floorspace in the Ealing Broadway area and a net increase of 1003m² of A3 food and drink floorspace in the West Ealing area.

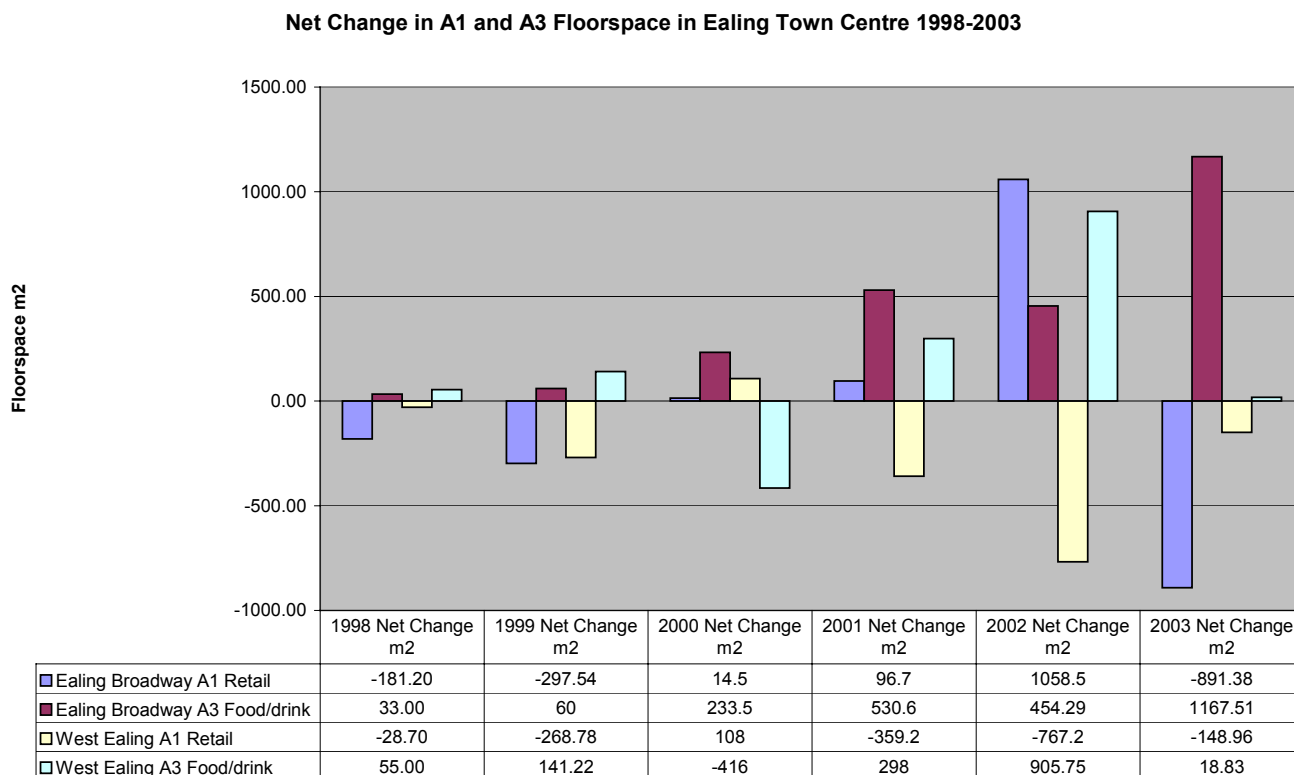
Figure 11 shows small gains in A3 floorspace in 1998 and 1999. In 2001 and 2002 however, there was a modest increase in A3 floorspace, with a major increase in 2003. Figure 11 shows that the growth in A3 floorspace has been steadily increasing, most notably in the Ealing Broadway area. The year 2000 was the only year where there was a loss in A3 floorspace which occurred in West Ealing and can be attributed to a change of use of an A3 to a professional service (A2). In contrast, the trend in A1 retail floorspace change shows that in West Ealing, there has been a significant loss in retail floorspace. This is less obvious in Ealing Broadway, with a net loss of 200m².

Ealing's Replacement Unitary Development Plan includes a policy on Designated Shopping Frontages (Policy 7.3) which seeks to protect key retail frontages in the town centres, in order to protect the primary shopping function of the town centre, and to provide a proper balance between retail and other services. This policy is used where appropriate to limit the conversion of A1 retail uses to A3 uses, but will only be successful where a shopping frontage is designated in the Plan. The statistics suggest that this policy has been relatively successful in Ealing Broadway in retaining designated A1 uses, but not in preventing the development of further A3 use, perhaps by the conversion of other use classes.

Since 1998/99, the Central Ealing Working Group has been very active in measures to improve management of the planning and licensing of food and drink premises. Initiatives have included the preparation of guidance material for members of the public who wish to object to applications, Supplementary Planning Guidance on Places for Eating, Drinking and Entertainment (refer to Chapter 2), and the attendance of Council planners at the Magistrates Licensing Committee to highlight issues of concern.

The results in Figure 11 indicate that these initiatives have not prevented growth in A3 floorspace. However, they have succeeded in raising awareness of issues and mitigating the effects of the growth of A3 uses.

Figure 11 - Net change in floorspace of A1 and A3 uses⁵



Source: Ealing Broadway and West Ealing Centre Report, April 2001, Experian - Goad

Table 9 - Total Net Change in A1 and A3 Floorspace 1997-2003 in Ealing Town Centre

Area	Total Net Change in A1 and A3 Floorspace 1997 – 2003 m ²
Ealing Broadway A1 Retail	-200
Ealing Broadway A3 Food/drink	+2479
West Ealing A1 Retail	-1465
West Ealing A3 Food/drink	+1003

⁵ The boundary between Ealing Broadway and West Ealing is between zones 3 and 4 as shown in Figure 5.

Using the latest information from the Town Centre Health Checks survey conducted in 2004, Table 10 shows that retail uses in both Ealing Broadway and West Ealing comprise over 60% of total ground floorspace in each area, with food and drink uses comprising around 18% and 14% respectively. A3 uses make up a considerable percentage of the floorspace in Ealing Broadway particularly, to the extent that A3 uses are taking up more floorspace than A2 services.

Table 10 - Floorspace percentages in Ealing Town Centre (August 2004)

Use category	Percentage of total ground floorspace in Ealing Broadway	Percentage of total ground floorspace in West Ealing
A1 – Shops	60.5%	65.7%
A2 – Financial/professional services	12.3%	10.7%
A3 – Food and drink e.g. Restaurants, cafes, fast food, drinking establishments	18.4%	13.6%

Source: Ealing Town Centre Health Checks Report, September 2004, Ealing Council

6.5 Comparison with other Metropolitan Town Centres

The London Plan identifies four broad town centre categories (international, metropolitan, major and district centres). There are ten metropolitan centres located across London, one of which is the Ealing Town Centre. The following table provides a breakdown of entertainment uses across London metropolitan town centres.

Table 11 - Entertainment uses in London's Metropolitan Centres

Centre	Number of premises in each centre by category							
	Restaurants & Cafes	Take-aways	Pubs & Bars	Night Clubs	Cinema Seats	Theatre seats	Public Libraries	Sports/ Leisure Facilities
Bromley	40	10	9	2	892	785	1	2
Croydon	79	11	32	4	2500	883	1	6
Ealing	72	22	24	4	1128	464	2	3
Harrow	31	6	9	1	2632	0	1	6
Hounslow	16	10	24	0	280	280	1	4
Ilford	56	14	12	2	2195	348	1	3
Kingston	46	6	19	3	0	350	1	5
Romford	69	18	22	4	3874	0	1	3
Sutton	35	18	14	0	1690	402	0	2
Wood Green	22	14	5	1	3500	0	1	3

Source: Town Centre Health Check Survey, 2003, Greater London Authority

Note: These are based on definitions of Town Centres that may not be defined through a consistent methodology across individual Boroughs.

Comparing Ealing Town Centre with nearby metropolitan town centres (see Table 12) shows that in 2003, Ealing Centre had significantly more food and drink premises (including 24 pubs and bars and 72 restaurants) than other nearby Metropolitan Town Centres. Research undertaken by Hillier Parker in 1999 on the health of the town centre revealed that while the centre is a healthy shopping and service centre, Ealing has lost ground to its neighbouring competing centres in recent years (Ealing Strategic Centre Development Strategy, November 1999). The number of non-retail uses (particularly the large number of A3 uses) was identified as impacting on the ability of the centre to function as a competitive convenience and comparison shopping destination.

Table 12 - Food and Drink Premises in West London's Metropolitan Centres

Metropolitan Centre	Ealing	Kingston	Harrow	Hounslow
No. of food and drink premises	122	74	47	50

Source: Town Centre Health Check Survey, 2003, Greater London Authority

Table 13 shows a comparison between all of London's Metropolitan Centres, showing the ratio for each centre of A3 floorspace to A1 floorspace. Ealing town centre has the highest ratio of A3 to A1 floorspace compared with the other town centres. The ratio of 1:8 means that for every square metre of A3 floorspace, there are 8 square metres of A1 floorspace, whereas in Hounslow town centre the ratio is 1:30, meaning that for every square metre of A3 floorspace, there are 30 square metres of A1. This clearly indicates the high level of A3 floorspace in Ealing town centre in relation to A1, when compared with other metropolitan centres. The figures show that Ealing Town Centre is in a unique situation compared with other metropolitan centres.

Table 13 - Floorspace Ratios in London's Metropolitan Centres

	A3 Floorspace (m²)	A1 Floorspace (m²)	Ratio
Bromley	8,789	164,424	1:19
Croydon	16,877	258,414	1:15
Ealing	8,795	73,613	1:8
Harrow	5,620	83,876	1:15
Hounslow	3,386	99,966	1:30
Ilford	5,555	125,539	1:23
Kingston	10,551	208,726	1:20
Romford	5,656	128,293	1:23
Sutton	4,544	134,127	1:29
Wood Green	3,726	99,143	1:27

Source: Valuation Office, 2000

6.6 Impending changes to the Use Classes Order

The Government recently announced that it was planning to make changes to the Use Classes Order (UCO), although it is not known when these will come into effect. Planning Minister Keith Hill stated *'There is widespread concern that the inclusion of pubs and bars with other uses such as restaurants and cafés has led to some of our town and city centres becoming awash with character-less drinking dens. The answer is separate classes for different uses'* (pg. 8, Planning, 12/12/03).

The current A3 Use Class includes the uses of cafés (including night cafés), restaurants, pubs, bars and takeaways.

Proposed changes to the Use Classes Order will separate the above uses into different class orders including a new class for late-night leisure (night clubs). The new Use Class Orders will be as follows:

- A3 = restaurants and cafés
- A4 = pubs and bars
- A5 = takeaways
- D3 = late-night leisure (night clubs)

The introduction of the new Use Class Order will put an end to the situation where an existing restaurant can change to a bar without the need for planning permission. However, the new Use Class Order will allow a bar or pub to revert to a restaurant without the need for planning permission. Ealing Council support this proposal, and believe it will be helpful in terms of assisting the Council to monitor and regulate changes in floorspace over time - particularly the mix of land uses which make up the night-time economy.

6.7 Potential for Additional A3 Uses in the Town Centre

The Ealing Town Centre Strategy sets out the strategic vision for the town centre for 2002 – 2012. The strategy mentions 'the evening economy' among the list of major threats and challenges to the success of the town centre. It goes on to state:

'The thriving night-life, particularly late at night, though generally good for the economy of the centre, must be well co-ordinated and managed so that it neither deters some people from using the centre at night nor causes a nuisance to local residents. Wider choices of evening and night time leisure activities need to be encouraged, to attract all sections of the community into the centre during the evening.'

The strategy identifies a number of key opportunity sites for further development within the town centre boundary. As these development sites come on stream, there is potential for further A3 uses to be established within the town centre. A number of the development sites identified in the town centre indicate the possibility for leisure/café/restaurant type uses. The development sites are incorporated into the Unitary Development Plan. A breakdown of these sites is set out in Table 14. The information in the table originates from Supplementary Planning Guidance Volume 5 - Ealing Development Sites, prepared as supplementary guidance to the Unitary Development Plan.

The supplementary guidance does not distinguish between retail and leisure uses in the estimates, so the figures in Table 14 should only be taken as a rough indication of possible new development. It should also be noted that this document is intended as guidance for

developers, what is actually developed on the site could vary following pre-application discussion and negotiation.

The guidance identifies 'leisure', and often refers to 'café' or 'restaurant' to distinguish these from bars and public houses. The policies in the UDP and the guidance also encourage a wider range of leisure uses - particularly cultural uses, rather than just A3 food and drink uses. Hence, it is possible that none of the additional floorspace would be developed in bar/club uses. Specific proposals would be evaluated in the context of the full range of adopted policies and guidance.

Table 14 - Ealing Town Centre Development Sites

Development Site	Potential A3 Use	Retail/Leisure Existing estimate (m ²)	Potential floor space (m ²)
26-30 Uxbridge Road (Site 93)	Possible leisure use/restaurant on ground floor	0 (also part of 65B and 65C)	6000
EB1: Town Hall Annexe, Council Car parks and Nos 2-12 New Broadway (Site 58)	Mixed use development, including cafes	800	8000
WE1: The Broadway/Leeland Terrance/Leeland Road/Deans Gardens Car Park (Site 59)	Cafes promoted	2500	8000
CE1 (a-c): North of Uxbridge Road sites (Site 65)	Possible leisure/restaurant use on ground floor	See 26-30 Uxbridge Road	
CE2: South of Uxbridge Road sites (Site 66)	Possible leisure/restaurant use on ground floor	Retail/Leisure Existing Estimate (m ²):	Potential floor space (m ²): 5000 Potential Jobs:** 100
Total		3,300	27,000
Total potential retail/leisure floorspace: 30,300 m²			

Source: Supplementary Planning Guidance Volume 5 - Ealing Development Sites

6.8 Conclusions

Within the Ealing Town Centre boundary, there are currently 111 licensed premises. An analysis of the land use distribution shows that a concentration of A3 uses is located to the eastern end of the Ealing Broadway area. In particular, The Mall has a significant proportion of licensed A3 premises, as does the eastern side of Haven Green and north of Ealing Broadway Station. Other concentrations exist in an area covering New Broadway, Bond Street, Mattock Lane and High Street/The Green. Further west, there is a concentration of A3 uses along Uxbridge Road, between Culmington Road and Northfield Avenue.

An analysis of the change in floorspace figures shows that there has been a significant increase in A3 floorspace in Ealing Town Centre in the period 1998 - 2003. This has been accompanied by significant losses in A1 retail in West Ealing, and a small loss in A1 in Ealing Broadway.

A breakdown of floorspace percentages in Ealing Town Centre also reveals the extent of town centre A3 uses (refer to Table 10). A1 uses make up 60.5% of the total ground floorspace in Ealing Broadway, A3 uses make up 18.4%, and financial and professional services (A2) are at 12.3%. The number of A3 uses in the centre is considerably higher than neighbouring metropolitan centres, with only Croydon having more pubs and bars, restaurants and cafes, than Ealing.

When comparing A3 floorspace with A1 floorspace across Metropolitan Centres, Ealing has the highest ratio of A3 to A1 floorspace, with one square metre of A3 floorspace for every 8 square metres of A1 floorspace. This is by far the highest ratio compared with other Metropolitan Centres in London.

It has been seen in Section 3 of the report, that the proliferation of A3 uses is having a direct and negative impact on the health of the town centre. This is in terms of managing the negative environmental impacts and consumer perceptions, and in protecting the primary shopping function of the centre. The next step, in this report, is to explore the links between the location of licensed premises and the primary indicators of cumulative impact, that is, correspondingly high levels of crime and public disorder. The next chapter provides an analysis of crime and public disorder within Ealing Town Centre for 2001 - 2003.

7.0 Crime and Disorder in Ealing Town Centre 2001-2003

7.1 Overview

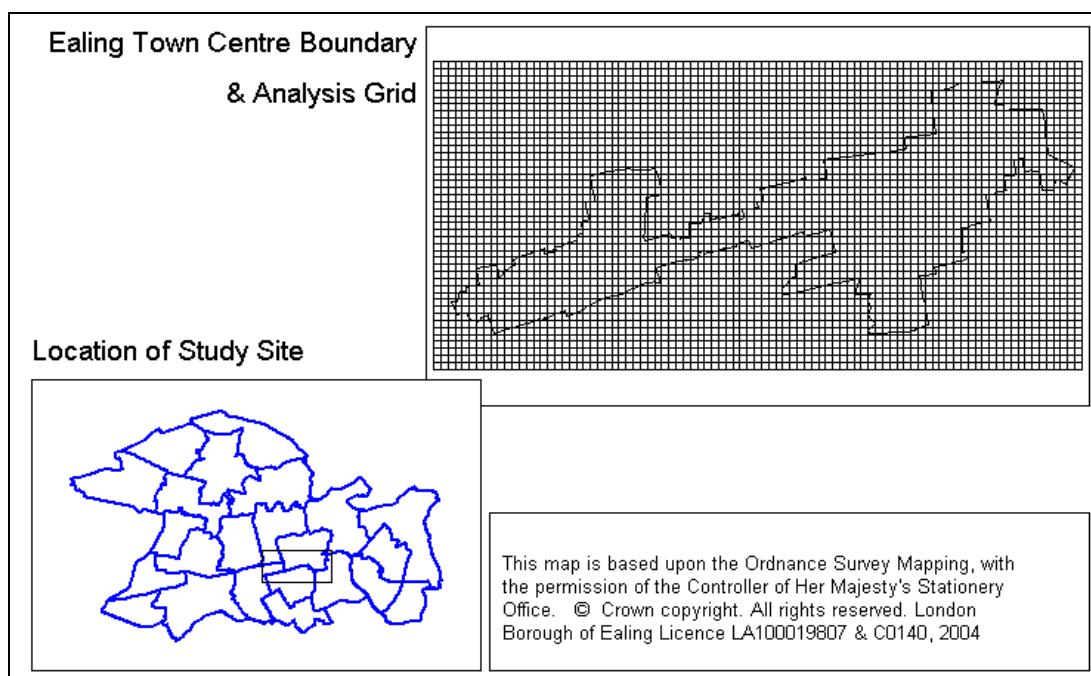
This analysis has been conducted by the Ealing Council's Community Safety and Crime Unit (CSCU). The analysis undertaken examines crime incidents and their locations within Ealing Town Centre, with the aim of investigating whether incidents of crime and public disorder are related to the locations of licensed premises.

7.2 Methodology

7.2.1 Site Identification

For the purposes of the analysis of crime and disorder a grid of 25 metre square cells was placed over the study area. This is also shown in the map below.

Figure 12 - Ealing Town Centre and Analysis Grid



7.2.2 Datasets

Data for this project was obtained from the Police Borough Intelligence Unit and various Council departments. Police data for this study came from two different systems. The vast majority of the data came from the Borough Intelligence Unit crime allegations, which are based on information entered onto the CRIS (Crime Reporting Information System) police database. These are reported allegations of crime incidents that the police investigate, not the official crime statistics that are recorded by the Home Office. Data from the Borough Intelligence Unit was obtained for both the 2001-02 and the 2002-03 financial years.

Data reported in the CRIS system covers a wide range of crime types e.g. residential burglary, common assault, murder and theft of a motor vehicle. There is a possibility that information entered onto the CRIS system is occasionally inaccurate as it is possible that a crime may, following an investigation, be recorded under another crime classification. There is also the

potential for spatial inaccuracies within the datasets, however every effort is made to avoid this. Incidents are mapped using mapping software (MapInfo) and then checked for accuracy. Where inaccuracies in locations are found, the position of the incident is manually corrected.

Disorder information is recorded onto the CADMIS (Control and Despatch Management Information System) police database. Details of all calls received by the police are entered onto this system. The main classifications of interest to this project are disturbances in a public place, disturbances in licensed premises and drunkenness incidents. This data was only available for the 2002-03 financial year.

In addition, data from the Council's Pro-Active Database relating to incidents of graffiti, fly-posting and noise complaints was extracted. This data is only available for the 2002-03 financial year.

7.3 Ealing Town Centre Crime Statistics

Analysis of crime was undertaken through a series of choropleth⁶ and hotspot maps. A choropleth map was produced for each of the broad categories for 2001-02 and 2002-03 (where data was available). This operation counts the number of crime incidents occurring in each of the 25m² grid squares in the matrix (shown in Figure 10). Each square is then shaded according to the range within which it falls⁷. The number shown in brackets is the number of grid squares which are that colour. In total there are 4004 squares in the entire grid, meaning the total area is 100,100m².

Hotspot⁸ maps were produced from points that represent the location at which an offence occurred. A smooth surface is created, which represents variations in the density of point events across an area (in this case either the Ealing Town Centre boundary or the Ealing Borough boundary). An algorithm⁹ is used to generate hotspot maps. Sections of the areas with higher densities of crime incidents are coloured red, whilst areas with the lowest density of crime incidents are coloured yellow. These are shown in Figure 21.

For the purposes of analysis, incidents of crime were grouped into eight broad categories. These categories are criminal damage, drugs, robbery (including muggings), violence against the person, disturbances in a public place, disturbances in licensed premises, drunkenness and noise. Crime trends relating to each of these broad categories are discussed below.

⁶ Defined as 'A thematic map in which quantitative spatial data is depicted through the use of shading or colour variations of individual unit areas'. (Source: McDonnell R & Kemp K, 1995 *International GIS Dictionary*. John Wiley & Sons).

⁷ For consistency the equal ranges option was used to produce all of the choropleth maps. Using this method the minimum and maximum values in each dataset are found. The difference between the minimum and maximum is calculated and then divided by the number of ranges being used, to establish the values of each range. All of the choropleth maps in this document have 5 ranges. Where there were no crimes occurring within a particular range the range is not shown in the map key. This method was chosen because it is easy to interpret and has a balanced visual effect, given all of the units are the same size.

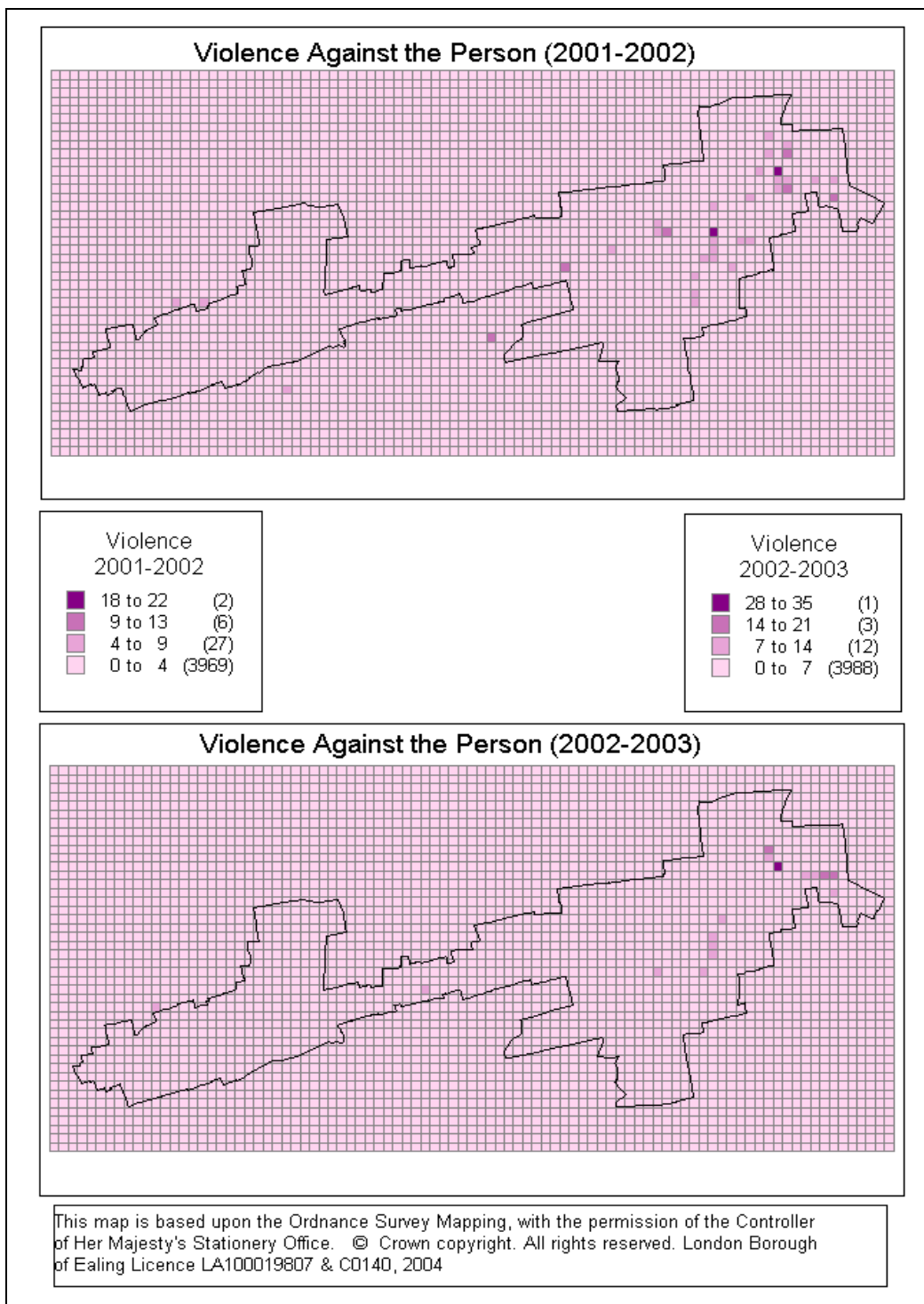
⁸ Defined as 'A geographical area of higher than average crime and or disorder. They are areas of crime or disorder concentrated relative to the distribution of crime and disorder across the whole region of interest'. (Source: Home Office *Crime Reduction Toolkits – Focus Areas and Hotspots* <http://www.crimereduction.co.uk/toolkits/fa0102.htm>)

⁹ An algorithm is a logical arithmetical or computational procedure that if correctly applied ensures the solution of a problem.

7.3.1 Violence Against the Person

This category includes incidents of the following crime types; murder, actual bodily harm, assault on police, assault s18, assault s20, common assault, indecent assault - male and female (included at the request of the Planning department), violent disorder and possession of an offensive weapon. Both maps show a cluster of incidents towards the east of the town centre. In 2001-02 there was a greater number of violent incidents in Ealing Broadway. A number of incidents also occurred along the northern boundary of West Ealing.

Figure 13 - Violence against the person offences in Ealing Town Centre



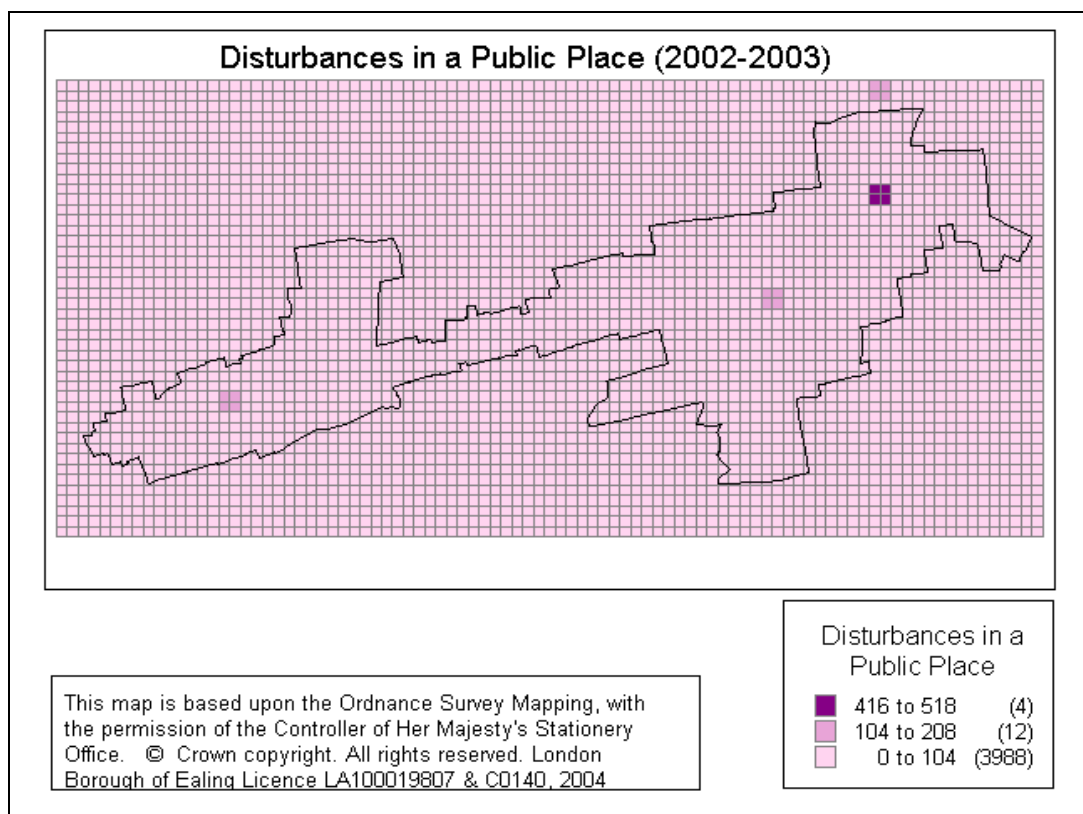
7.3.2 Disturbances in a Public Place

Figure 14 below is a map of disturbances in a public place in 2002-03. The locations of incidents in this category appear more concentrated than they are in reality. This is because the original data was extracted from the Police CADMIS system. Incidents recorded in this database are located using a 250 metre grid. Incidents are geo-coded to the points at which grid lines meet. As the Ealing Town Centre area is small in comparison to the size of the grids used to geo-code events, the results appear over-concentrated.

Figure 14 shows that there were two areas in the east and one in the west where the number of disturbances were greatest. At the area shaded darkest there were 518 reported disturbances. This area is located on The Broadway directly opposite Ealing Broadway station. The other area in the east had 188 reported disturbances and is located on Bond Street leading to Ealing Green. In the remaining area 192 disturbances were reported. This area is located in the main shopping area in West Ealing. The number of disturbances in public places was very high in comparison to the figures for other crime types.

There is also an area with 158 reported disturbances just north of the Ealing town centre boundary. It is located to the north of Ealing Broadway station on Mount Park Road heading away from Haven Green.

Figure 14 - Disturbances in a public place in Ealing Town Centre



7.3.3 Disturbances in Licensed Premises

Disturbances in a licensed premises were also extracted from the Police CADMIS system, and are therefore located in the same way.

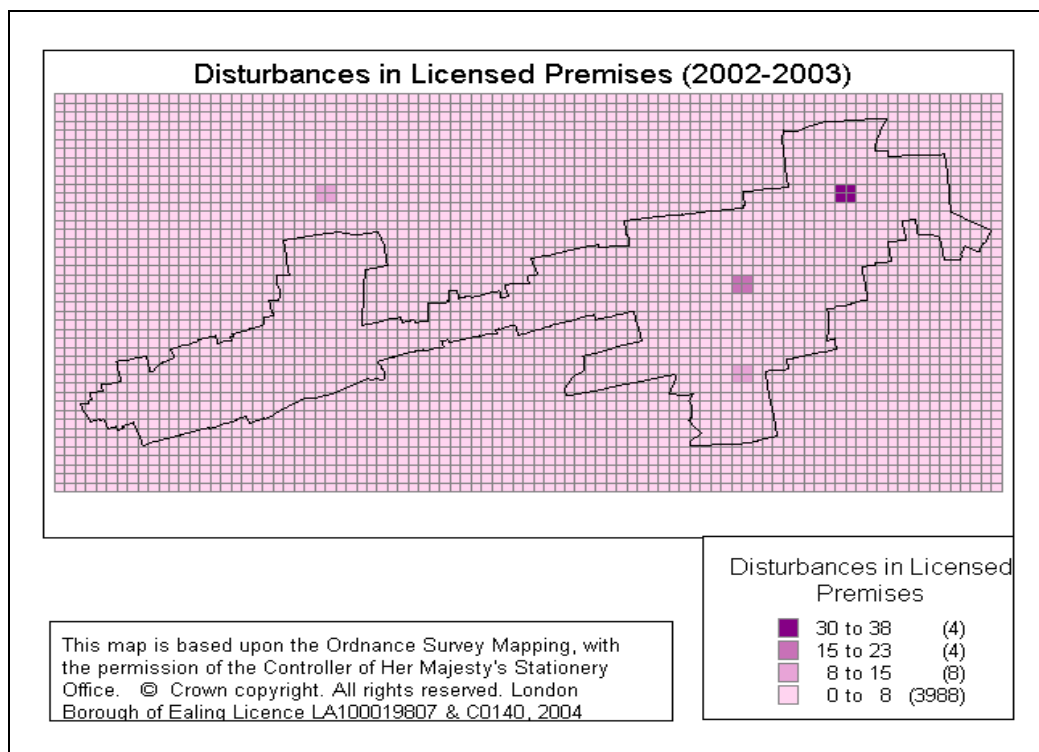
Figure 15 shows incidents of disturbances in licensed premises. Whilst the results still appear over-concentrated, it is possible to identify three areas in east Ealing and Ealing Broadway and one area outside of the Ealing Town Centre boundary with higher incidents of disturbances than the rest of the Ealing Town Centre area.

Although the number of incidents of disturbances in licensed premises were fewer than disturbances in a public place, two of the areas with the highest incidents are at the same locations as the highest incidents of disturbances in a public place. These were The Broadway (opposite Ealing Broadway station), with 38 reported disturbances, and Bond Street with 21 reported disturbances.

An additional new area of disturbances is also revealed in this map. In this area there were 9 reported incidents. These disturbances are located along Ealing Green close to Ealing College and Ealing Green Church.

There was also one area outside the Ealing town centre boundary close to West Ealing station, where a number of disturbances (8) were reported.

Figure 15 - Disturbances in licensed premises in Ealing Town Centre



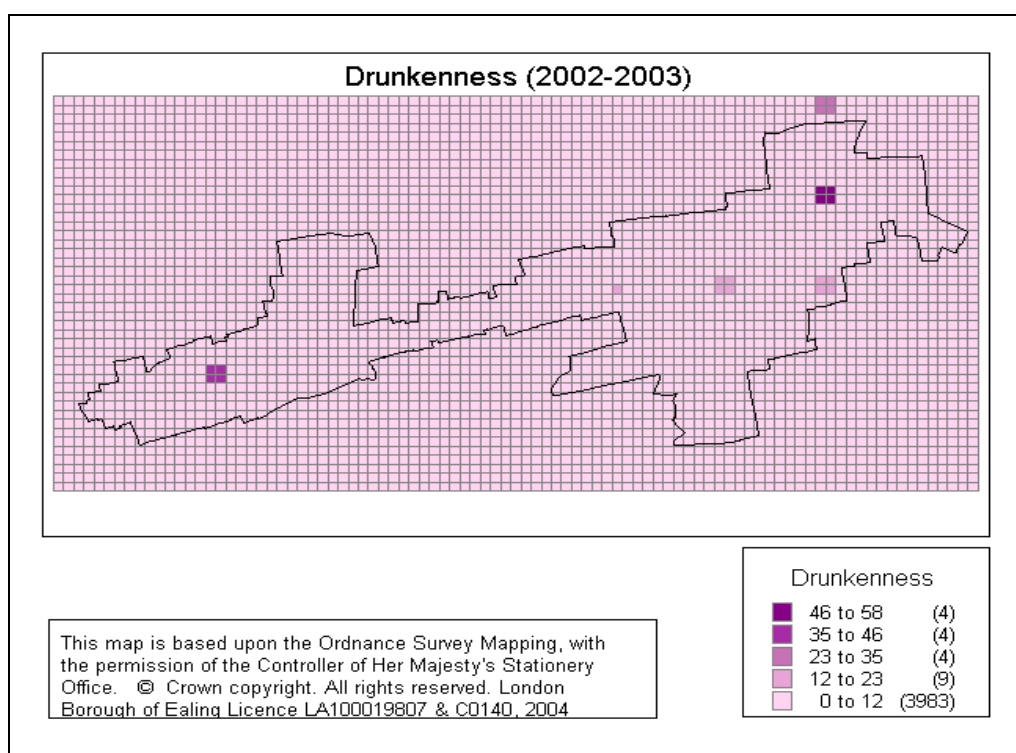
7.3.4 Drunkenness

Drunkenness figures were extracted from the Police CADMIS system. Once again the results of mapping the locations makes the data appear over-concentrated. There are three areas with high incidents of drunkenness towards the east of the town centre and one in West Ealing.

The area opposite Ealing Broadway station had a high number of reported disturbances (58). The area in West Ealing (38 incidents) and the area to the north of the boundary (31 incidents) correspond to main shopping areas in West Ealing and Mount Park Road heading away from Haven Green, both of which were identified earlier in relation to disturbances in public places.

The other two areas highlighted in Figure 16 have 21 and 14 reported incidents of drunkenness. One is located on Bond Street (the same area that was identified earlier) and the other is located in the town square close to the library.

Figure 16 - Incidents of drunkenness in Ealing Town Centre

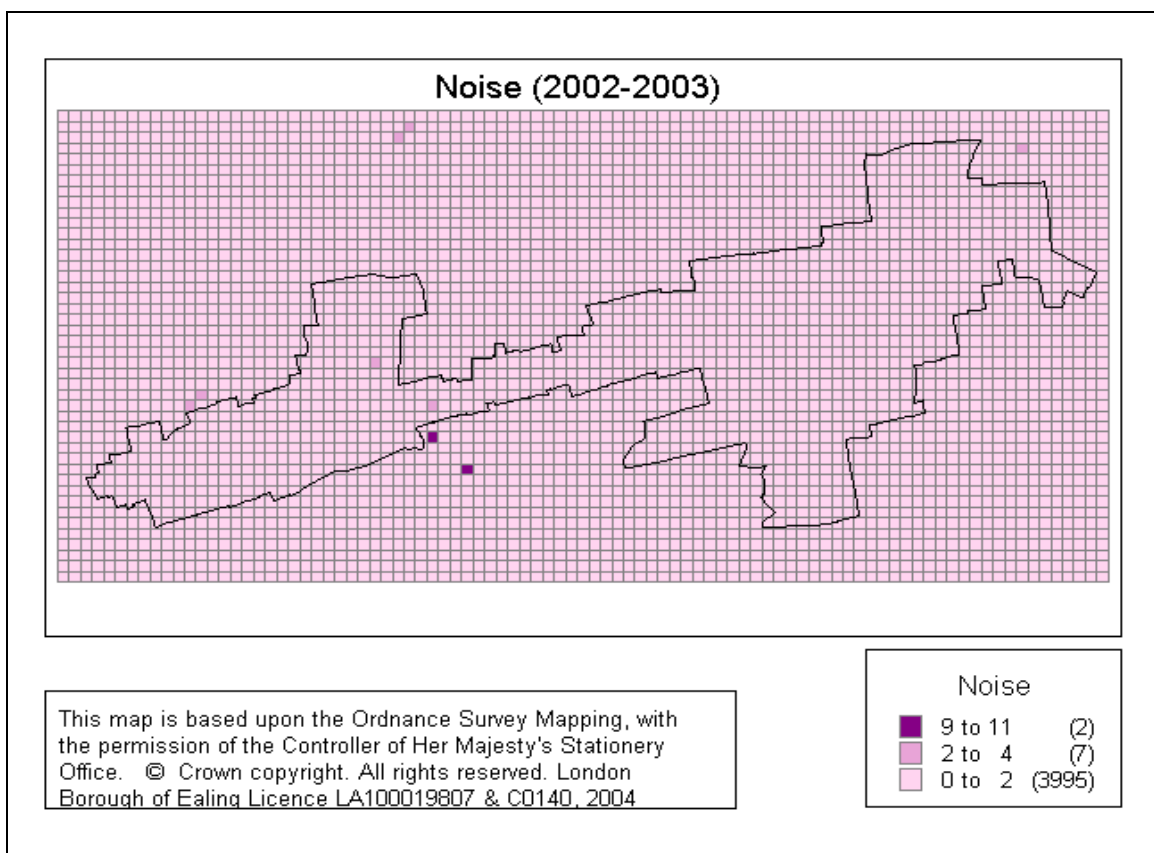


7.3.5 Noise

This category includes incidents of the following types; general noise, vehicle alarms, commercial noise (general), commercial amplified noise, commercial loud amplified music, loud speakers, equipment noise, street noise, traffic, loading and unloading noise, vibration, noise from human activity and other noise.

The number of noise incidents occurring within the Ealing Town Centre area in 2002-03 was very low. Those grid squares with the highest counts of noise complaints mostly lie outside of the Ealing Town Centre boundary. Of those incidents occurring within the boundary, more complaints were received from areas of West Ealing. It is likely that the low figures are the result of under reporting of noise incidents by members of the public.

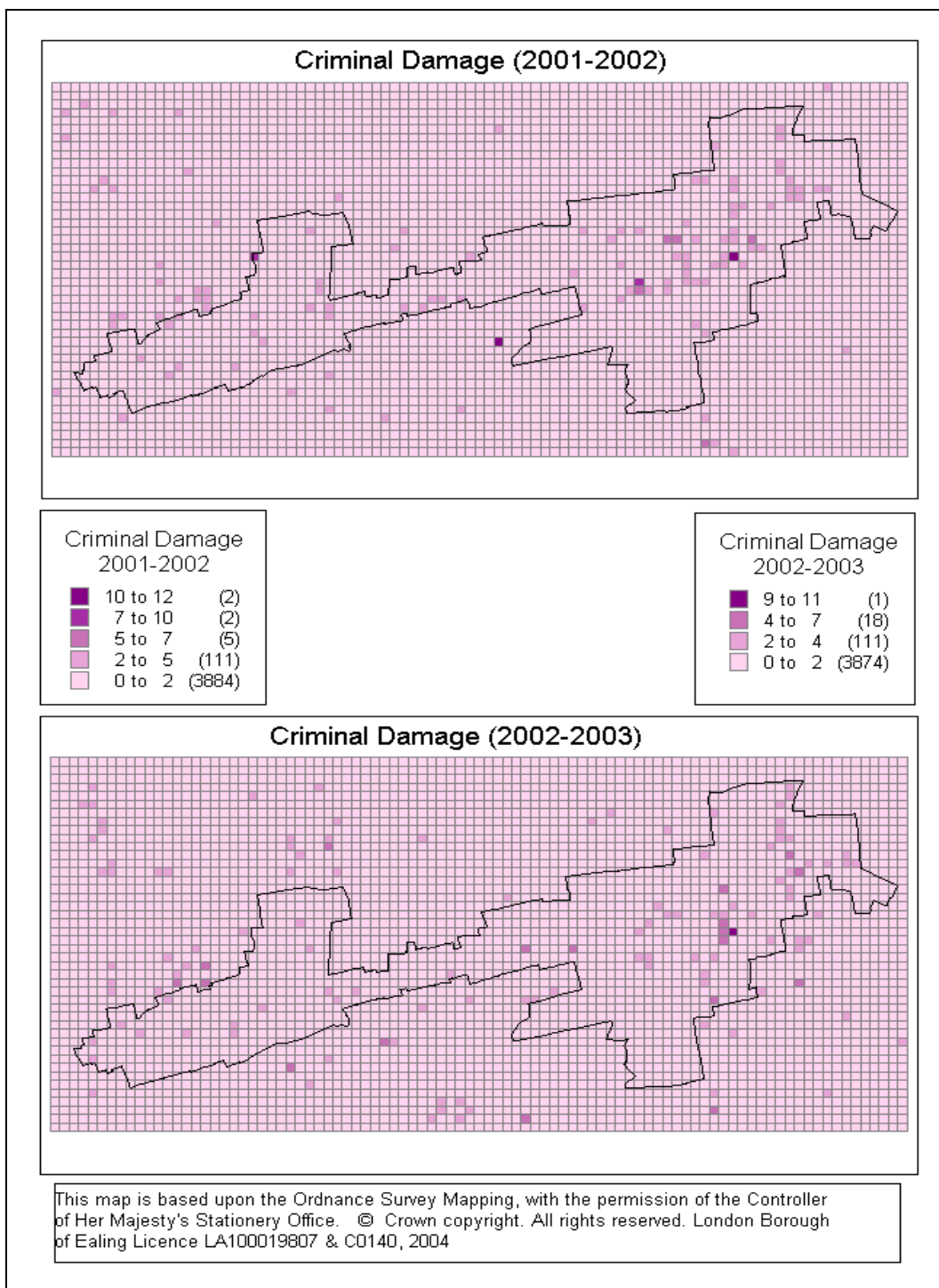
Figure 17 - Noise incidents in Ealing Town Centre



7.3.6 Criminal Damage

This crime category includes incidents of the following types; criminal damage (£5,000 or less), criminal damage (over £5,000), criminal damage by fire, criminal damage to a motor vehicle and criminal damage by fire to a motor vehicle. Both the 2001-02 and the 2002-03 maps show the number of incidents were highest in the eastern parts of Ealing Town Centre. In 2001-02 there were three areas of high numbers of criminal damage incidents, while the 2002-03 map shows only one area close to the Ealing Broadway Centre. This difference may be attributed to the displacement of crimes due to Police intervention.

Figure 18 - Criminal damage offences in Ealing Town Centre



7.3.7 Drugs

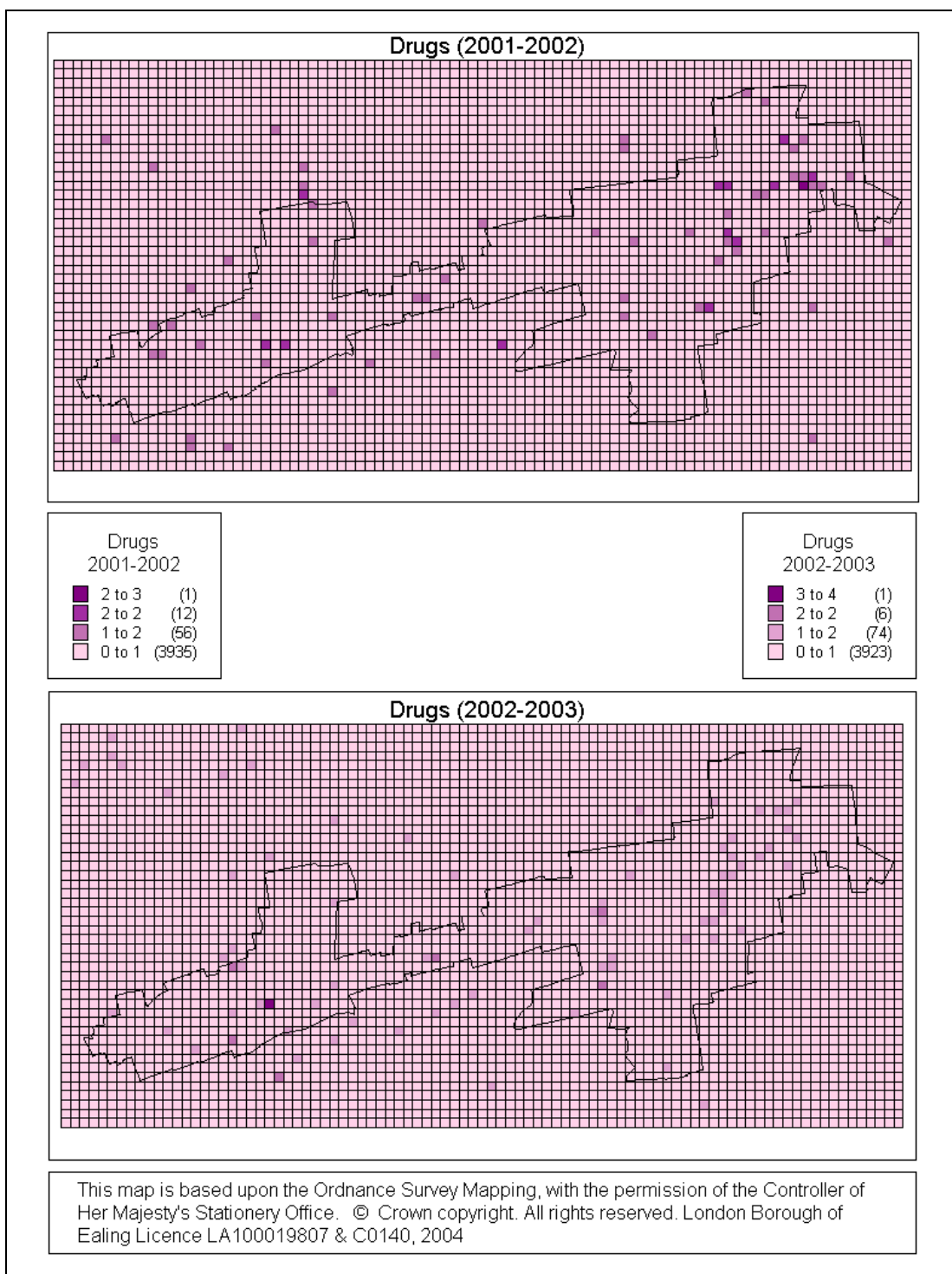
This crime category includes incidents of the following crime types; drugs – possession, drugs – supply and other drugs offences. Due to the hidden nature of these crimes, the number of allegations recorded by the police is not necessarily representative of the number of incidents occurring.

In addition, the locations of these offences are often difficult to determine. When a person has been arrested they are searched at the Police station (regardless of the offence). Often these searches reveal drugs that were not previously detected. Thus large numbers of drugs offences are geo-coded as occurring at Police stations because this is where the drugs were discovered and the location at which the person obtained the drugs is unknown.

This situation often produces a 'skewed' view of drugs hotspots. Thus for this analysis all drugs offences that were geo-coded to Ealing police station have been removed from the data used to produce the two choropleth maps below. This has resulted in the removal of 12 offences in 2001-02 and 20 offences in 2002-03.

Figure 19 shows that in 2001-02 incidents of drug offences were spread across most parts of the Ealing Town Centre area. Offences appear to be clustered in the east of the town centre close to Ealing Broadway mainline station. There were also a number of incidents in the west of the region. Incidents here are located close to the main shopping area in West Ealing. There were also a number of incidents, which occurred outside of the Ealing Town Centre boundary, indicating that drugs offences are not necessarily confined to town centre areas. In 2002-03 there were a lower number of incidents, which covered a similar extent and location to that of the previous financial year.

Figure 19 - Drugs offences in Ealing Town Centre

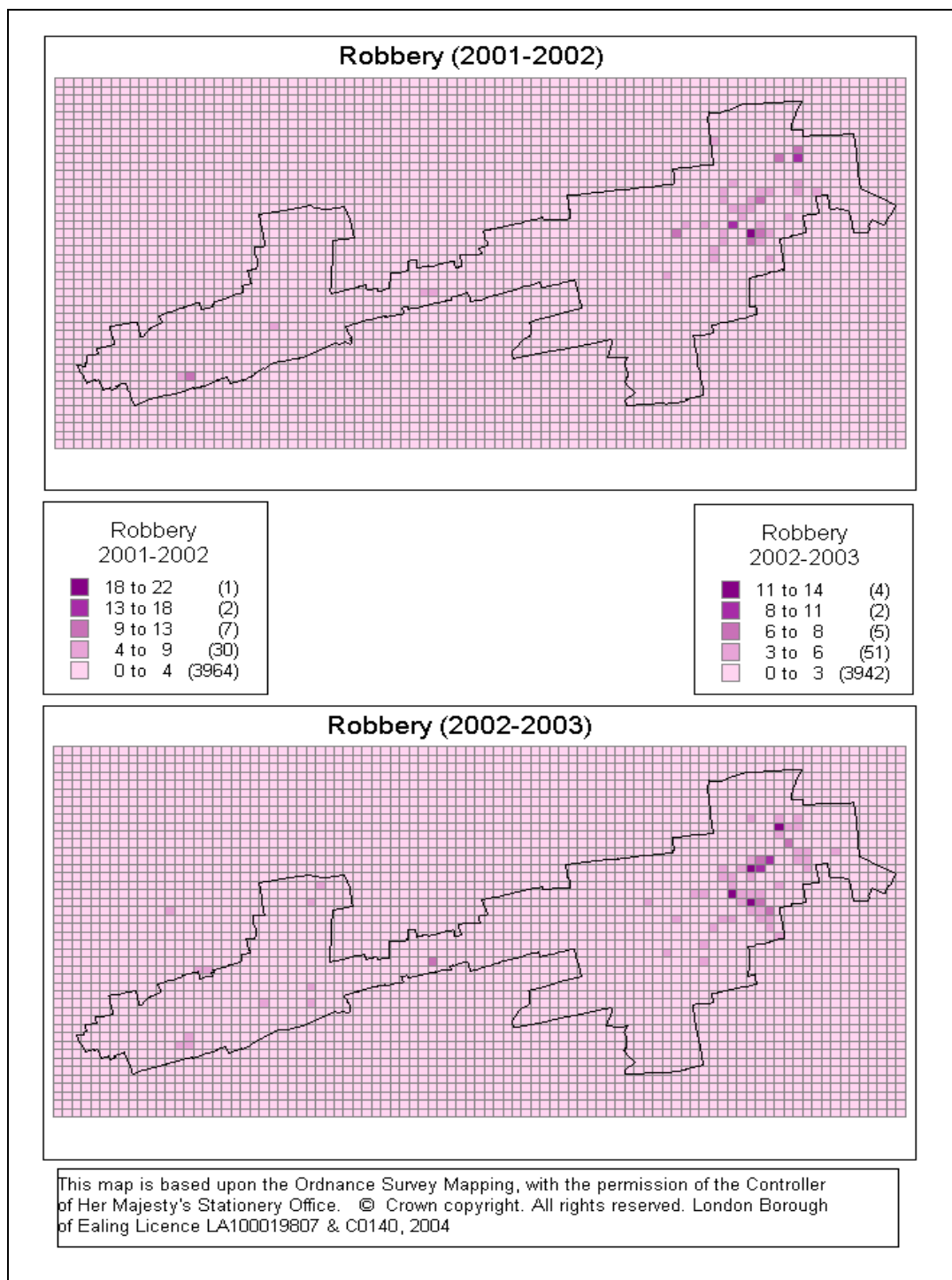


7.3.8 Robbery

This category includes incidents of the following crime types; robbery of commercial premises, robbery of the person, theft person snatch and theft person dip (ie. pick-pocketing).

Figure 20 shows that there were a high number of robberies in both 2001-02 and 2002-03 in the eastern parts of Ealing Town Centre. There were also a number of robbery incidents occurring along the high street in West Ealing. A large number of incidents appear to be occurring at locations with a concentration of licensed premises and the primary shopping areas in Ealing.

Figure 20 - Robbery offences in Ealing Town Centre



7.4 Ealing Broadway and Central Ealing Crime Opportunity Profile¹⁰

Ealing Broadway and the surrounding area have in recent years experienced consistently high levels of crime. The Ealing Crime Opportunity Profile, produced by the Police Crime Prevention Advisor in 2003, sought to review the environmental context in which crimes were committed, and to suggest interventions that could reduce levels of crime.

The area covered by the Profile extended from Haven Green in the north, south to Ealing Green, and from Ealing Police Station in the west, to the Mall (the junction with Florence Road) in the east. The street assessment section of this profile highlighted issues of graffiti, fly-posting and general litter affecting large parts of the area investigated.

The profile did not specifically include a street assessment of the streets around the locations of licensed premises. However specific environmental factors close to three premises were mentioned. These were:

- Town House Public House (The Broadway) - There are four BT telephone kiosks located between the Nat West bank and the Town House, three of which have full-length advertising. These provide a screen for unlawful or anti-social behaviour, of particular concern given their immediate proximity to a licensed premises.
- Park View Public House (High Street) - There is an alleyway that runs between Park View and the Oxfam shop. An excess of graffiti was found here, however this was also the case in many of the alleyways within the general area.
- The Red Room Night Club (The Broadway) - is located at the foot of steps leading to Haven Place. The area outside of the club is out of view and has been used as a toilet and was extensively covered with graffiti.

Whilst these licensed premises are not necessarily the sole cause of criminal incidents at these locations, their presence and environmental factors combine to provide the potential for criminal incidents to occur.

7.5 Temporal Analysis

Temporal analysis was conducted using the following crime categories; criminal damage (not including graffiti or fly-posting), drugs, robbery and violence against the person. All of the data used for the temporal analysis relates to the 2002-03 financial year.

Figure 21 shows hotspots of crimes occurring in 3-hour intervals. Spatially there are large variations in the locations at which crime incidents occurred and the time of day. Hotspots appear over Ealing Broadway throughout the day. However the spread and extent of these hotspots varies throughout the day, with the greatest extents evident between 09:00 and 20:59.

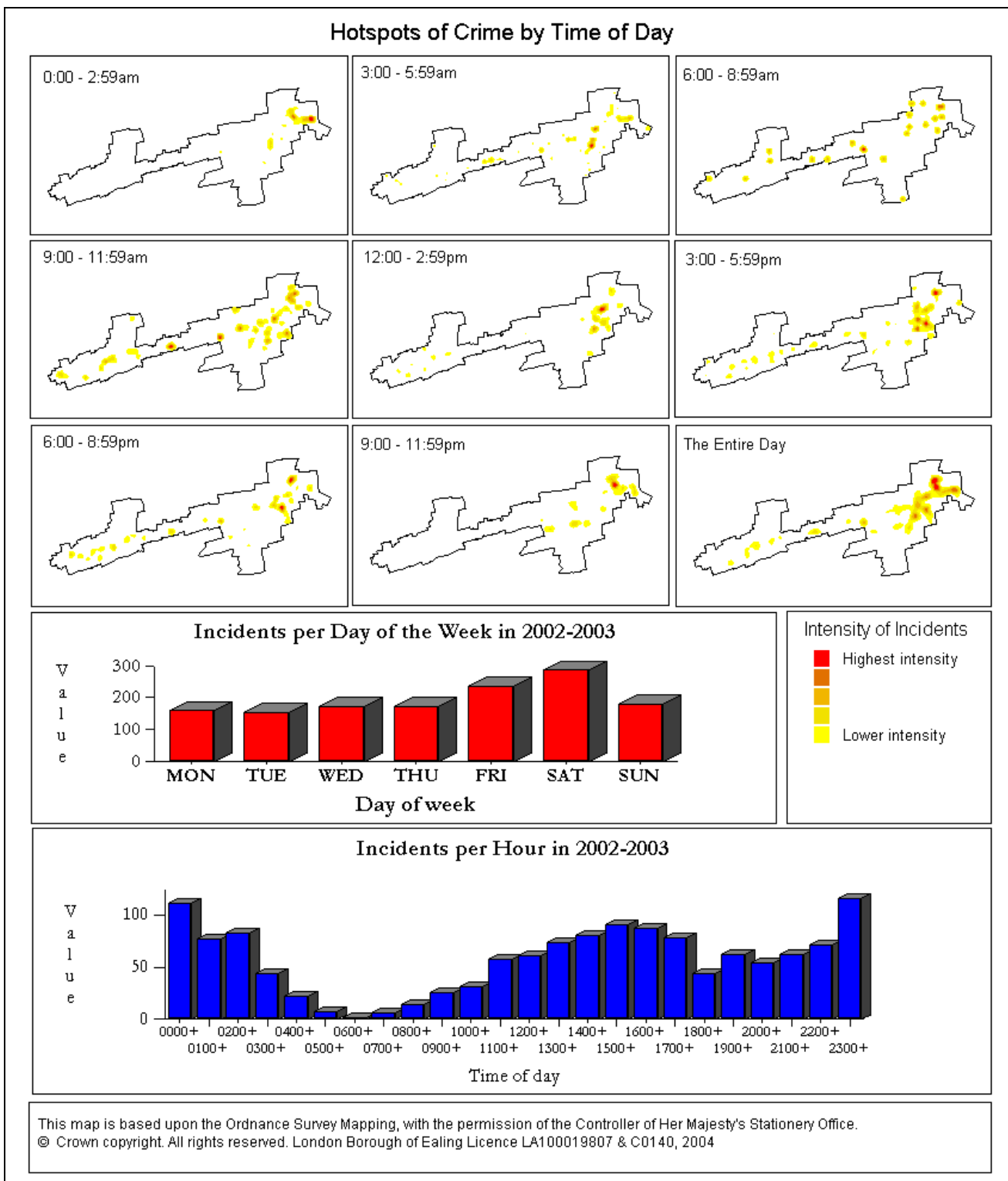
In West Ealing there were two time periods (00:00 –02:59 and 21:00-23:59) when there were no hotspots in West Ealing. In addition to this there were three other time periods where the intensity of incidents was low. The two time periods with the highest intensity of incidents in West Ealing were 09:00-11:59 and 18:00-20:59.

¹⁰ Source: Crime Prevention Advisor, 2003 *Ealing Broadway and the Central Ealing Area Crime Opportunity Profile*. Ealing Borough Police.

The first graph in Figure 21 shows the day of the week on which incidents were reported to the police. It shows that the highest number of incidents (268) were reported on Saturdays. This was closely followed by Fridays with 237 reported incidents. The least number of incidents occurred on Tuesdays (154). This shows that Fridays and Saturdays (the weekend) have the highest number of reported incidents.

The graph in Figure 21 shows the average number of offences committed per hour of the day for the town centre as a whole. It shows that the number of incidents begins to rise first at approximately 09:00, reaching a small peak at 15:00 (91 incidents). The average number of incidents then falls to a lower level around 18:00. By 23:00 the number of incidents rises rapidly to a daily peak of an average of 116 incidents. The number of incidents remains high between midnight and 02:00 (with an average of 271 incidents being reported at this time of night). The lowest number of incidents occurs between 05:00 and 07:00.

Figure 21 - Hotspots of crime in Ealing Town Centre by time of day



7.6 Ealing Town Centre compared to Ealing Borough

When crime analysis is conducted for small areas, such as Ealing town centre, it is important to consider how the area relates to crime patterns occurring in the wider area.

7.6.1 2002 - 2003 Financial Year

Table 15 contains figures for the number of crime incidents in each of the main crime categories for the borough, and for Ealing Town Centre.

Table 15 - 2002-2003 Crime Statistics

Crime Category	Number of Incidents Borough Wide	Number of Incidents in Ealing Town Centre
Criminal Damage	5384 [^]	245 [^]
Drugs	826	77
Robbery	3093	472
Violence Against the Person	5250	567
Total	14553[^]	1361[^]
<i>All figures are crime allegations which were obtained from the Police Borough Intelligence Unit. [^] Not including incidents of graffiti and fly-posting.</i>		

Table 16 shows the number of disturbances in public places, licensed premises and incidents of drunkenness occurring within Ealing Town Centre and Ealing borough.

Table 16 - 2002-2003 Crime Statistics

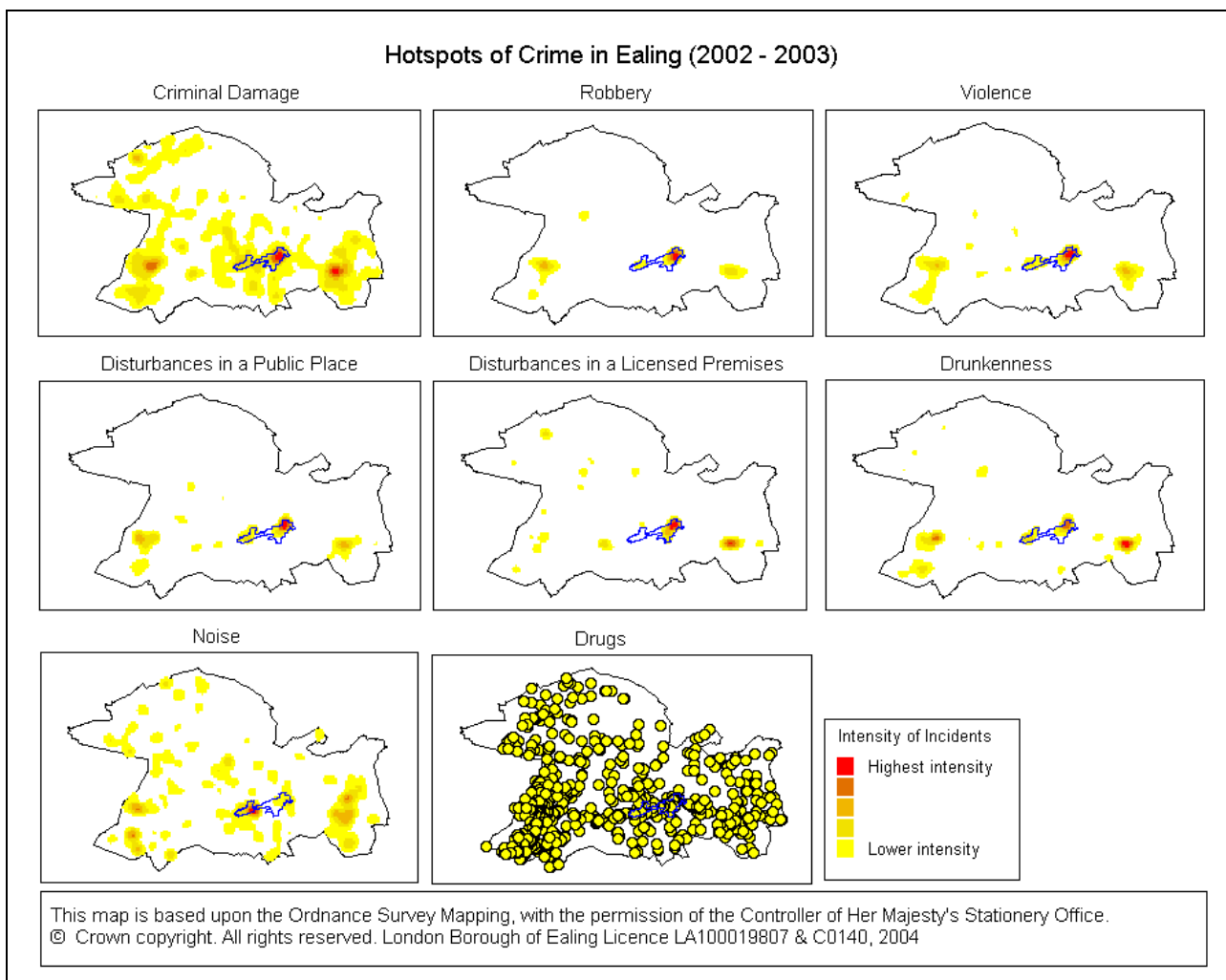
Crime Category	Number of Incidents Borough Wide	Number of Incidents in Ealing Town Centre
Disturbances in Licensed Premises	532	77
Disturbances in Public Places	12659	1213
Drunkenness	1788	166
Total	14979	1456
<i>All figures are from the police CADMIS system. Data was only available for 2002/03.</i>		

For the crimes shown in tables 15 and 16, 9.5% of the crimes reported in the borough in 2002-03 occurred in Ealing Town Centre, which occupies just 1.2% of the total borough area.

Figure 22 shows hotspots of seven of the crime categories for 2002-03. The Ealing Town Centre boundary is shown in blue. It shows that where robbery, violence against the person, disturbances in a public place, disturbances in a licensed premises and drunkenness were concerned, Ealing had the highest intensity of incidents. These crimes were also, for the most part, confined to the main town centres within Ealing. Criminal damage and noise were a more widespread issue, with hotspots appearing across large areas of the borough.

A hotspot map was not produced for drug offences as explained earlier. However, it is possible to see from individual points that this remains a Borough wide issue.

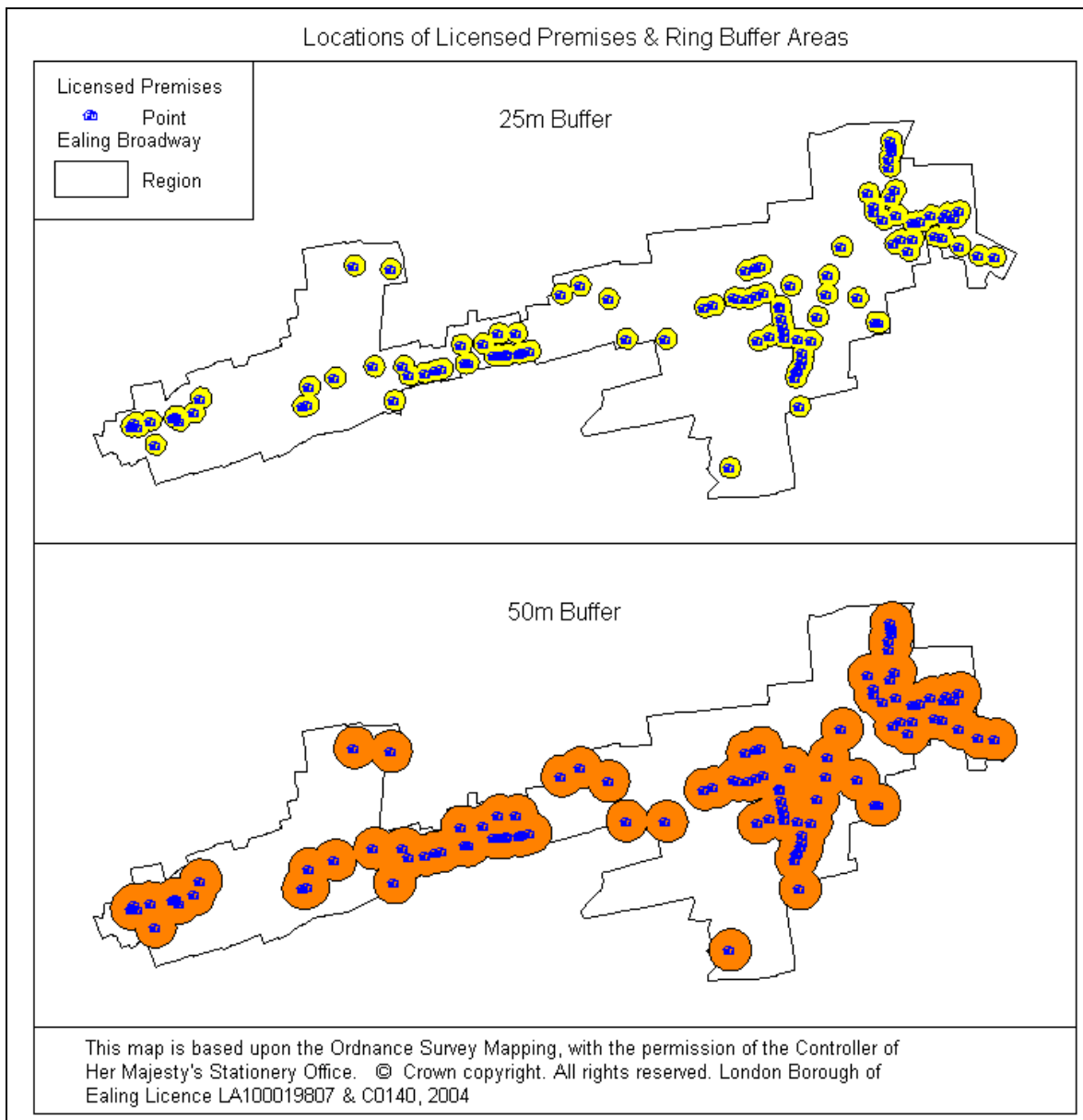
Figure 22 - Hotspots of crime in Ealing Borough (2002-2003)



7.7 Crime Hotspots and the Locations of Licensed Premises in Ealing Town Centre

The map below shows the locations of all of the licensed premises within Ealing Town Centre. Buffers with a radius of 25m and 50m have been generated around each of the licensed premises (points). The spatial distribution of the buffers is shown in Figure 23.

Figure 23 - Locations of licensed premises and ring buffer areas



Having generated each of the buffers around the licensed premises, a count of the number of crimes occurring in zones 0-25m, 25-50m and greater than 50m but still within the Ealing Town Centre boundary, was then calculated. The results of this analysis are shown below for crimes occurring in 2002-03.

Table 17 - Percentage of crimes occurring 2002-2003

Distance from Licensed Premises	Number of crimes	Percentage
0 - 25m	1323	46%
25 - 50m	755	26%
> 50m	806	28%

Figures include crime allegations obtained from the Police Borough Intelligence Unit, Police CADMIS data and noise, graffiti and fly-posting figures from LBE council departments.

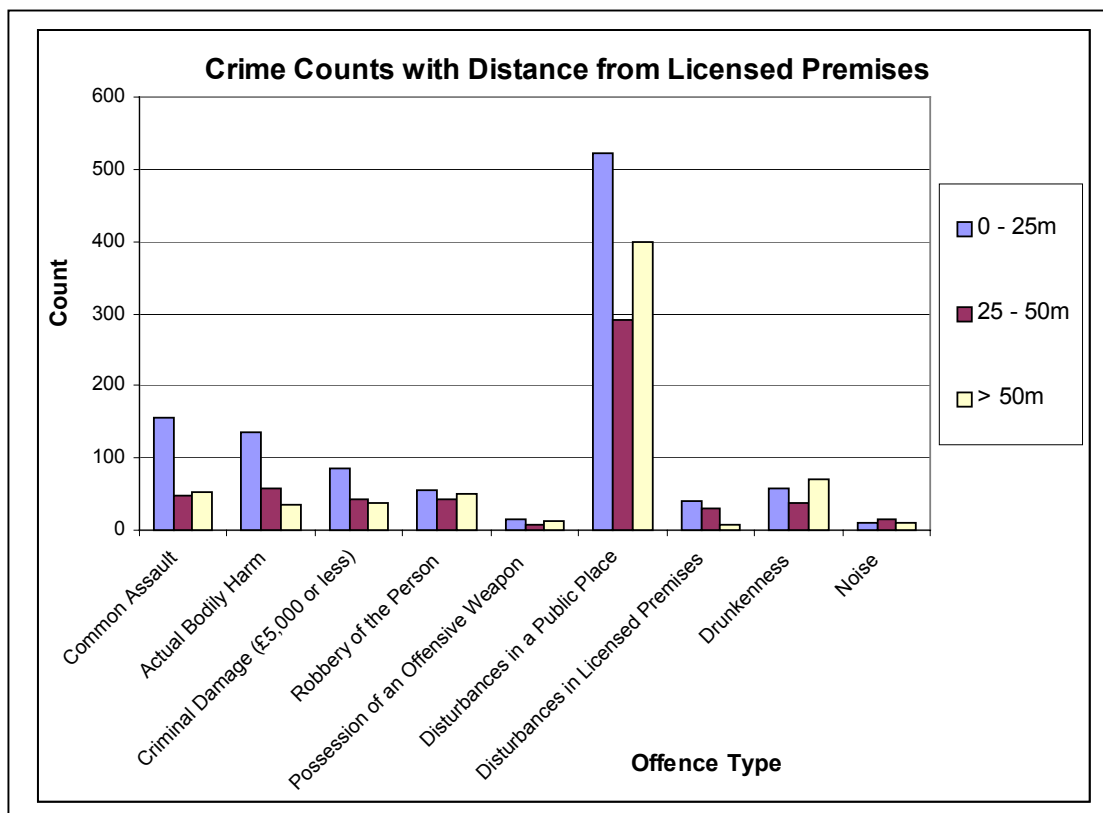
Table 17 shows the number of crimes occurring within each of the zones. It shows 46% of crimes within the Ealing Town Centre boundary occurred within 25 metres of licensed premises, and 72% of crimes occurred within 50m of licensed premises.

Figure 24 below, shows counts of incidents with distance from licensed premises for specific crime types. For most of the individual crime types shown below, the number of incidents was highest within 0-25 metres of licensed premises. The only exceptions to this were noise incidents, which peaked between 25 and 50 metres, and drunkenness incidents, where the greatest number occurred more than 50 metres from licensed premises.

There were far more incidents of disturbances in public places than any other crime type, over 500 of which occurred within 25 metres of licensed premises.

With respect to actual bodily harm and criminal damage (less than £5,000), the number of incidents seemed to fall as distance from licensed premises increased.

Figure 24 - Crime Counts with Distance from Licensed Premises

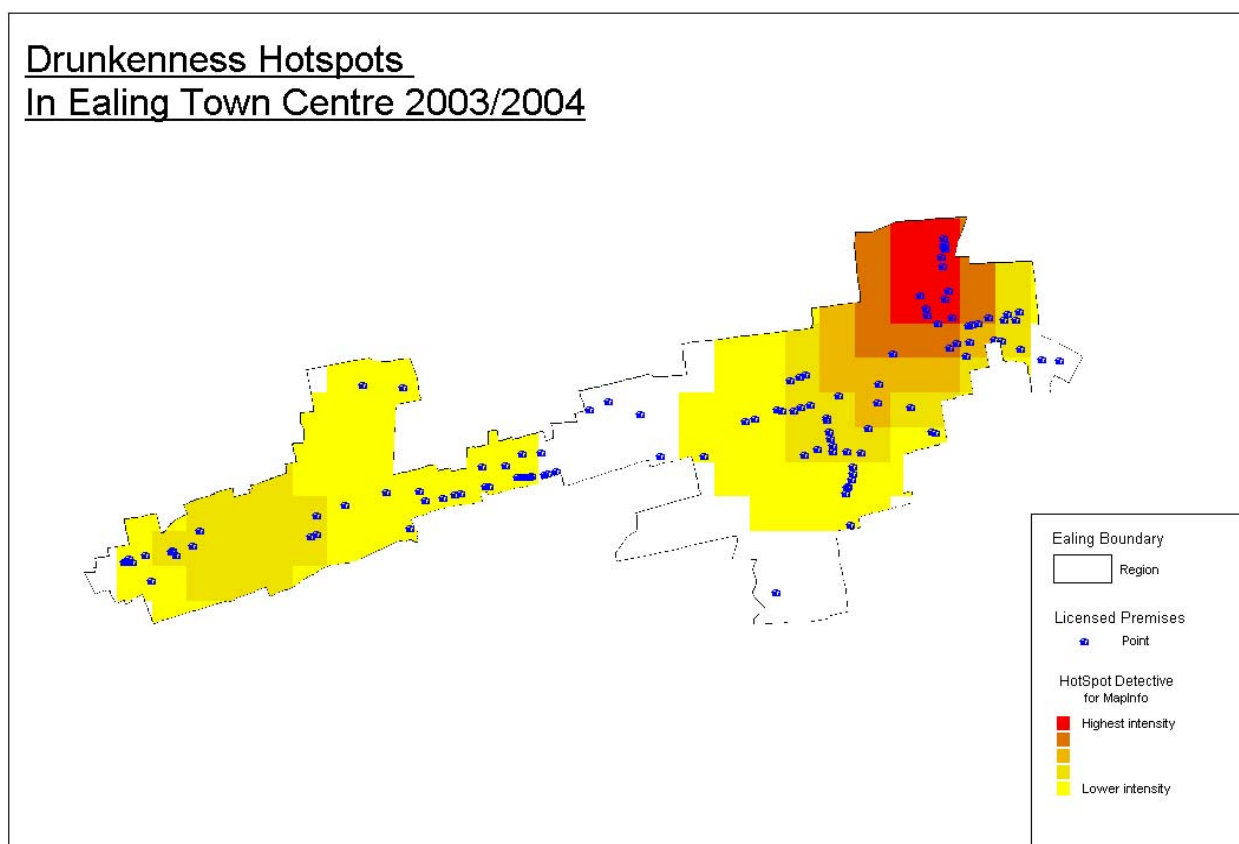


7.8 Update from Anti-Social Behaviour Audit - 2003-04

Data derived from the Council's Anti-social Behaviour Audit for the 2003-04 year, confirms the trend for 2002-03, which indicates that the Ealing Broadway area is a hotspot for drunkenness. There has been a 9.5% rise in the number of reported drunkenness incidents compared with 2002-03, with a rise in incidents from 1788 to 2162. The number of reported incidents of Disturbances in Licensed Premises also increased, with a rise from 532 to 711, an 8% increase.

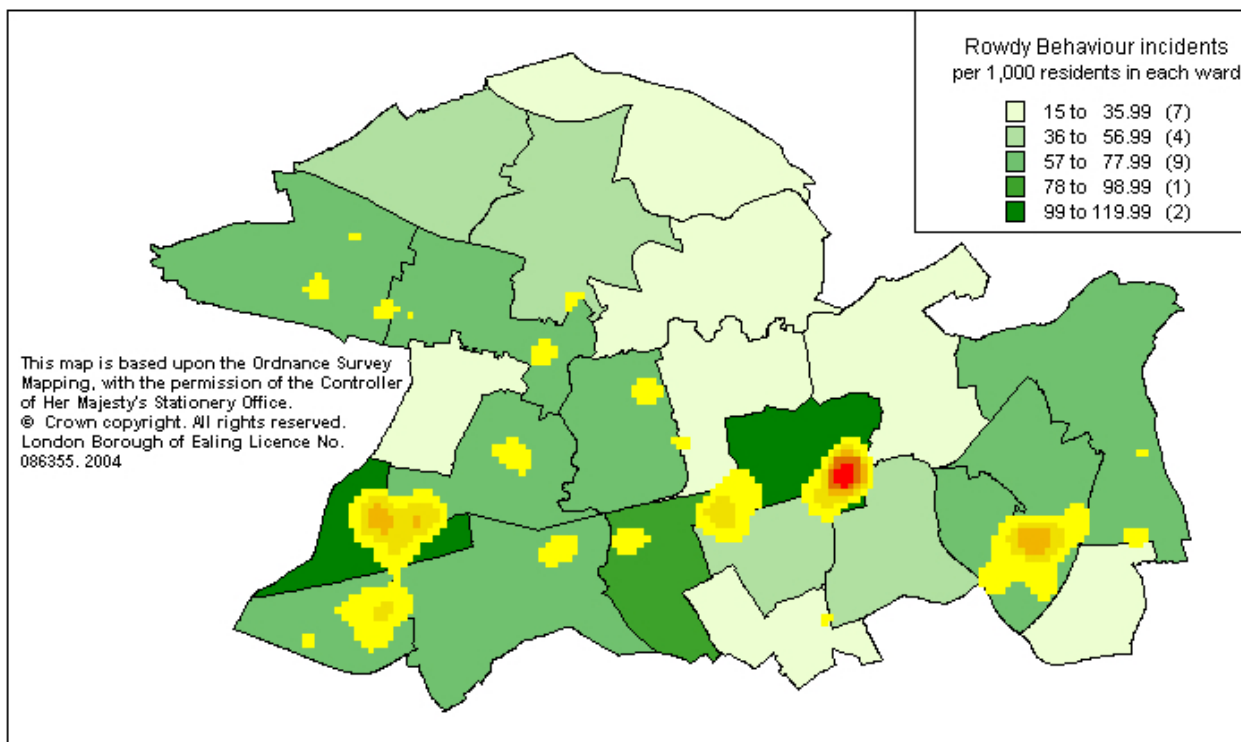
Violence against the Person data for the 2003-04 year also confirms Ealing Broadway as a hotspot area. Data shows that while reported incidents are only marginally higher at the weekend; there is a clear increase in the number of reported incidents between 10pm and 12pm.

Figure 25 - Drunkenness Hotspots in Ealing Town Centre (2003/04)



'Rowdy Behaviour' is a measure of antisocial behaviour which is reported on in the annual Anti-Social Behaviour Audit undertaken by Council's Community Safety and Crime Unit. The definition of rowdy behaviour includes misusing fireworks, threatening behaviour, groups of youths causing disturbance, raves, fights and other disturbances in public, private and licensed premises. Incidents of rowdy behaviour are reported to the police, with around 75% being classed as a disturbance in a public place. The Ealing Broadway area shows up as a hotspot for this type of Anti-Social Behaviour (see Figure 26).

Figure 26 - 'Rowdy Behaviour' incidents in Ealing Borough (2003/04)



7.9 Crime and Public Disorder Conclusions

Hotspot maps of the entire Borough of Ealing revealed that Ealing Town Centre is a hotspot for a number of different crime types. Hotspots of criminal damage, robbery and violence were present in Ealing Town Centre and other town centres within the borough.

Closer analysis of crimes within Ealing Town Centre reveal concentrations of crime incidents mainly in the Ealing Broadway area and in the main centre in West Ealing. These clusters of crimes also coincide with the locations of licensed premises in these two areas. However, there are a number of licensed premises along the Uxbridge Road between Ealing Broadway and West Ealing where there is little reported crime in comparison to other parts of Ealing Town Centre.

Temporal analysis of crimes occurring in 2002-03 revealed that the Ealing Broadway area contained a number of hotspots. The pattern of these hotspots, and others in West Ealing, varied throughout the day. More incidents were reported on Saturdays than any other day of the week and the peak number of incidents occurred between 23:00 and 01:00.

By generating ring buffers around the locations of licensed premises it was possible to investigate the number of crimes occurring within a set distance from licensed premises. Overall, there is a positive correlation between the number of crimes and the proximity to licensed premises. The highest number of crimes occurred within 25 metres of licensed premises within the town centre.

For most crime types the number of incidents is highest within 0-25 metres of licensed premises. The only exceptions to this were noise where incidents peaked between 25 and 50 metres and drunkenness where the greatest number of incidents occurred more than 50 metres from licensed premises. There were far more incidents of disturbances in public places than any other crime type.

The reported crimes identified in the discussion above are related spatially according to the five zones identified within the town centre (see Figure 5, page 27) in Table 18.

Table 18 - Ealing Town Centre Indicators of Cumulative Impact

Indicators	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5
Number of Licensed Premises	29	38	4	20	20
Criminal Damage	Orange	Red	Orange	Orange	Orange
Drugs	Orange	Red	Orange	Orange	Red
Robbery	Red	Red	None	Orange	Orange
Violence Against the Person	Red	Orange	None	Orange	None
Disturbances in a Public Place	Red	Orange	None	None	Orange
Disturbances in a Licensed Premises	Red	Red	None	None	None
Drunkenness	Red	Orange	None	None	Red
Noise	None	None	None	Orange	Orange
Night-time Crime (6pm - 6am)	Red	Red	None	None	None

Key:	
None	No incidents or very few
Orange	Zone contains some hotspots
Red	Zone contains many hotspots
Zone 1	The Mall - Haven Green
Zone 2	Ealing Green - New Broadway
Zone 3	Uxbridge Road Office Precinct
Zone 4	Uxbridge Road - Culmington/Northfield Ave
Zone 5	West Ealing

Table 18 shows that in zones 1 and 2 there is both a concentration of licensed premises and a high intensity of reported crime incidents. This picture is reinforced by the more recent evidence on drunkenness and rowdy behaviour indicated in Figures 25 and 26. This demonstrates that the crime and disorder statistics are a valid indicator of cumulative impact in Ealing Town Centre, as they have highlighted zones 1 and 2 as hotspots for both crime and a concentration of licensed premises. If zones 1 and 2 are considered to be ‘at capacity’ on the basis of this evidence, zone 4 is close to capacity and the impact of locating additional A3 uses in this area needs to be closely monitored.

It is important to note however, that alcohol is best viewed as a contributing factor to violent behaviour, rather than a direct cause of it. In reality, a mixture of alcohol and cultural, personal, pharmacological and ‘context’ factors combine to cause incidents of crime¹¹ (see Figure 2 – The Night-time Economy - Simple Dynamics).

¹¹ Finney A, 2004 *Violence in the night-time economy: key findings from the research*. Home Office Findings 214.

8.0 Limiting Factors and the Night-Time Economy

This section of the report looks at the data which is available on some of the limiting factors of the night-time economy in Ealing Town Centre, in particular the maximum numbers of patrons permitted in licensed premises, pedestrian footfall and facilities for transport at night. Included in this section is an analysis of the night-time survey undertaken over a weekend in July 2004 in the Ealing Town Centre, including observations of people and their behaviour on the streets.

8.1 Closing Hours and Maximum Number of Patrons permitted in Licensed Premises

Table 19 provides a detailed breakdown of the maximum numbers permitted and closing hours for the various venues within the core area (Figure 27) over the various nights of the week.

Table 19 - Licensed Premises in the Core Area (Zones 1 and 2) October 2004

Premises	Number permitted	Sun	Mon	Tues	Wed	Thur	Fri	Sat
Night Cafes								
The Diner, 40 Broadway	-	12	12	12	12	12	3	3
Subway, 5 Central Bldgs, Broadway	-	12	12	12	12	12	2	2
Laroash, 49 Haven Green	-	1	2	2	2	2	4	4
Eurocafe, 2 The Mall	-	1	1	1	1	1	3	3
KFC, 6 The Mall	-	1	1	1	1	2	3	3
Burger King, 68-69 The Mall	-	1	1	1	1	2	2	2
McDonalds, Arcadia Centre	-	12	12	12	12	12	1	1
Music and Dance								
Townhouse, The Broadway (Subject of application)	350/ 500	10.30	11	11	11	1	1	1
Red Room, 42a Broadway	200	12	6	6	6	6	6	6
Barracuda, 8 The Mall	300	3	3	3	3	3	3	3
Clay Oven, 13/14 The Mall	160	12	2	2	2	2	2	2
Priory, 17 The Mall	220	1	2	2	2	3	3	3
Bell Tavern, 52 The Mall	100	12	12	12	12	12	12	12
Broadway Boulevard, 10 High Street	650	2	3	3	3	3	10am	10am
Edwards, 28-30 New Broadway	300	10.30	11	11	11	11	11	11
Victoria Hall, Town Hall	500	1	1	1	1	1	1	1
Cinema								
UGC Cinema, Uxbridge Road	1376	12	12	12	12	12	2	2
On-Licences								
The Green, 9-10 The Green		10.30	11	11	11	11	11	11
Old Orlean's, 26-42 Bond Street		11.30	12	12	12	12	12	12
Chandlers, 2-3 Central Bldgs, Broadway		10.30	11	11	11	11	11	11

Premises	Number permitted	Sun	Mon	Tues	Wed	Thur	Fri	Sat
2nx, 34 Haven Green		11.30	12	12	12	12	12	12
The Shanakee, 9-10 Central Bldgs, Broadway		10.30	11	11	11	11	11	11
Hog's Head, 46-47 The Mall		10.30	11	11	11	11	11	11
The North Star, 43 The Broadway		10.30	11	11	11	11	11	11
O'Neills, 24-25 High Street		10.30	11	11	11	11	11	11
Parkview, 23 High Street		10.30	11	11	11	11	11	11
The Haven, 1a Haven Green		11.30	12	12	12	12	12	12
All Bar One, 64-65 The Mall		10.30	11	11	11	11	11	11
Ha Ha Bar, 1 Mattock Lane		12	12	12	12	12	12	12
Restaurants								
Okawari, 13 Bond Street		10.30	11	11	11	11	11	11
Pizza Express, 23 Bond Street		11.30	12	12	12	12	12	12
New Leaf, 35 Bond Street		10.30	11	11	11	11	11	11
Chico Mexico, 41 Bond Street		10.30	11	11	11	11	11	11
Wine & Moussaka Restaurant, 30 Haven Green		11.30	12	12	12	12	12	12
Pizza on the Green, 31 Haven Green		11.30	12	12	12	12	12	12
Fat Boys, 33 Haven Green		11.30	12	12	12	12	12	12
Monty's, 11 High Street		10.30	11	11	11	11	11	11
Pizza Hut, 39 New Broadway		11.30	12	12	12	12	12	12
My Old Dutch, 53 New Broadway		11.30	12	12	12	12	12	12
The Thai Restaurant, 57 New Broadway		10.30	11	11	11	11	11	11
Elias, 71 New Broadway		10.30	11	11	11	11	11	11
Himalayan Spice, 79 New Broadway		12	1	1	1	1	1	1
Pizzeria Haliana, 6 The Green		11.30	12	12	12	12	12	12
Monty's, 1a The Mall		12	12	12	12	12	12	12
Gino's, 4 The Mall		11.30	12	12	12	12	12	12
The Clay Oven, 13 The Mall		12	2	2	2	2	2	2
La Tasca, 18-19 The Mall (On-licence)		11.30	12	12	12	12	12	12
Mamma Amalfi, 45 The Mall (On-licence)		11.30	12	12	12	12	12	12
Silom Village, 57 The Mall		10.30	11	11	11	11	11	11
Noodle Bar, 70 The Mall		11.30	12	12	12	12	12	12

Source: Ealing Magistrates Office, November 2004

Figure 27 - Map of the core area of Ealing Broadway

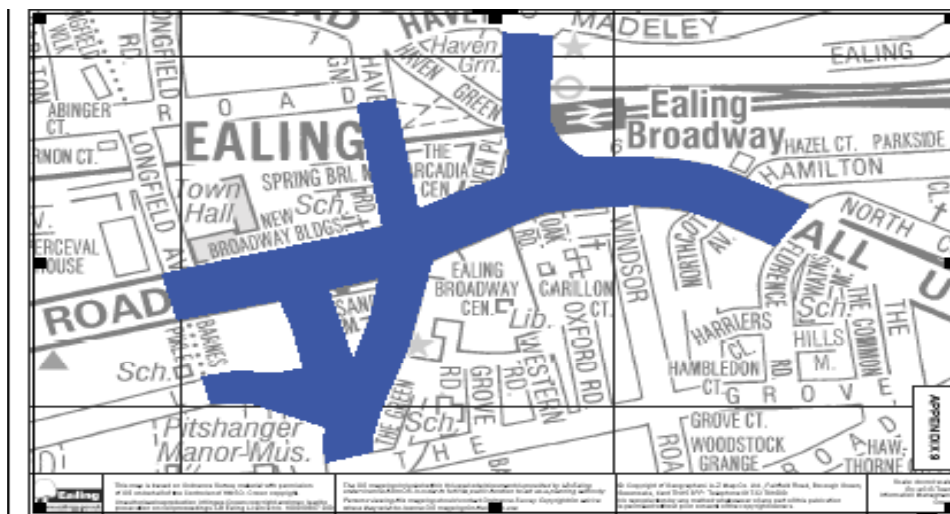


Table 20 - Number of Licensed Premises in the Core Area

Number of Premises Licensed until	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
10.30pm	17	0	0	0	0	0	0
11.00pm	0	17	17	17	16	16	16
11.30pm	14	0	0	0	0	0	0
12 midnight	11	21	21	21	21	17	17
1.00am	6	5	5	5	4	4	4
2.00am	1	4	4	4	5	5	5
3.00am	1	2	2	2	3	5	5
4.00am	0	0	0	0	0	1	1
6.00am	0	1	1	1	1	1	1
10.00am	0	0	0	0	0	1	1

Table 21 - Number of Licensed Premises in the Core Area - Friday and Saturday

Number of Premises Licensed until	Night Café	Music and Dance	Cinema	On-licence	Restaurants
11.00pm	0	1	0	8	7
12 midnight	0	1	0	4	12
1.00am	1	2	0	0	1
2.00am	2	1	1	0	1
3.00am	3	2	0	0	0
4.00am	1	0	0	0	0
6.00am	0	1	0	0	0
10.00am	0	1	0	0	0
Total	7	9	1	12	21

The tables above show the number of premises that are licensed to open until certain times by day of the week, and category of licence, for the 50 licensed premises in the Core Area shown in Figure 27. Table 20 shows that there are more premises open later on Friday and Saturday nights than during the rest of the week. Table 21 on the number of licensed premises open by category, shows that the Music and Dance venues are open later than the premises with just an on-licence which close at 11pm or 12 midnight at the weekend.

8.2 Footfall Survey of the Ealing Town Centre

In order to understand the scale of night-time activity in Ealing Town Centre, a Pedestrian Count Survey was taken on two consecutive evenings (Friday 16 and Saturday 17 July 2004). The survey was conducted from 10pm on each evening until 4am the next morning.

The objectives of undertaking the survey were to capture data on some of the other limiting factors of the Ealing Town centre, in particular to quantify pedestrian footfall levels, the availability of public space (by measuring the numbers of people congregating in public areas in standing groups or queues), littering, fouling and other antisocial behaviour, and the activity of unlicensed minicabs.

8.2.1 Methodology

Three separate locations were chosen, that represented areas of high levels of activity and a concentration of licensed premises.

The following zones were used to collect pedestrian counts and for observation. Within each zone, two measurement points were used to collect pedestrian count data.

Zone A - Ealing Broadway Station and The Mall (Ealing Broadway - Zone 1)

Zone B - New Broadway, High Street and Bond Street (Ealing Broadway - Zone 2)

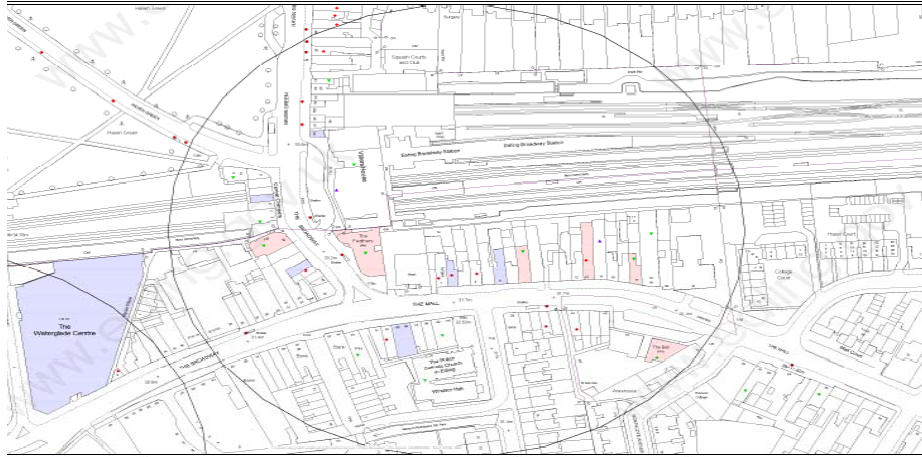
Zone C - Uxbridge Road (West Ealing - Zone 4)

At each measurement point a five minute sample count was taken every 30 minutes, of all pedestrians passing in either direction. To calculate the estimated footfall for a 30-minute interval, results were multiplied by a factor of 6.

Researchers were required to walk around their entire observation zone once in every 30-minute interval and record any standing groups or static queues consisting of five or more persons. Researchers recorded the location, time, number of people and the reason for these groups/queues.

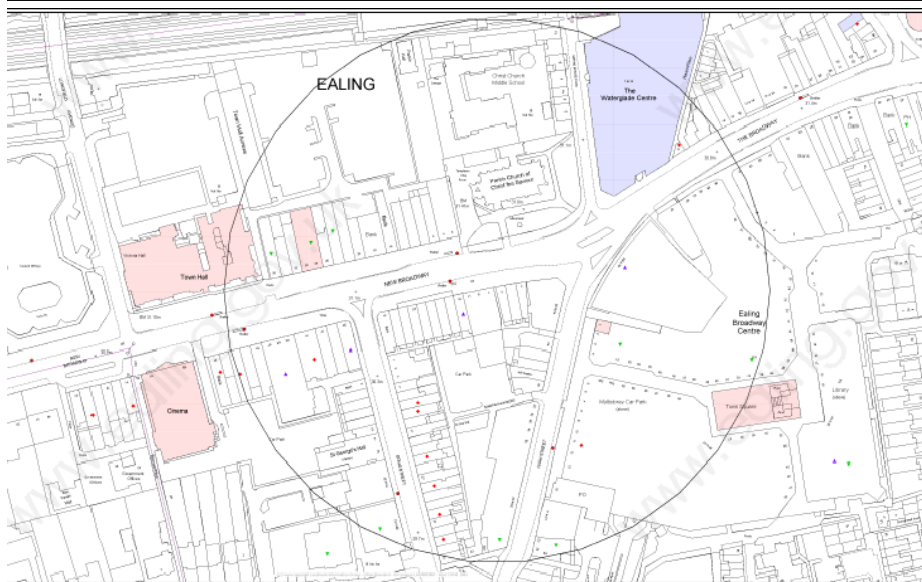
During the Pedestrian Count, researchers were also asked to continuously observe any anti-social behaviour. Observations were recorded on an hourly basis. Anti-social behaviour was defined as fights/provocation, audible music, drunkenness, shouting/singing, urination, vomiting and dropping of litter/fast food waste.

Figure 28 - Zones covered by the Footfall Survey (A, B and C)



Zone A

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		Centre = 517909 E 180075 N	



Zone B

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		Centre = 517693 E 180096 N	



Zone C

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		Centre = 516760 E 180050 N	

8.2.2 Numbers

The counts taken in West Ealing (Zone C) clearly differ from those taken around Ealing Broadway (Zones A and B). Those taken in West Ealing show less temporal variation and only a small variation between Friday and Saturday nights. The counts themselves are also much smaller (with a higher margin of error), than those obtained for zones A and B.

The footfall counts for Friday and Saturday in zones A and B showed similar patterns overall, with a large number of people in the Town Centre around 10pm. On the Friday night, there was a clear drop in the count taken at 11pm compared to the count at 10pm, with a peak at 11.30, while on Saturday night only a clear increase at 11.30pm was evident.

This shows that around 10pm and 11.30pm on Friday and Saturday nights there are generally peak numbers of pedestrians in public spaces in the town centre. The high number of people entering the town centre at 10pm may possibly be explained by the desire of visitors to patronise venues with later closing hours, such as night clubs. The peak at 11.30 is probably explained by the closing of many licensed premises (particularly public houses) at around 11pm, although the closing hours in the core area of Ealing Broadway tend to be somewhat staggered, as Table 19 shows.

From 11.30pm onwards there was a steady decrease in zones A and B. The counts show a small increase in pedestrians around 2.30am on Saturday night in zone A and from 1.30 to 2.30am in zone B on Saturday night.

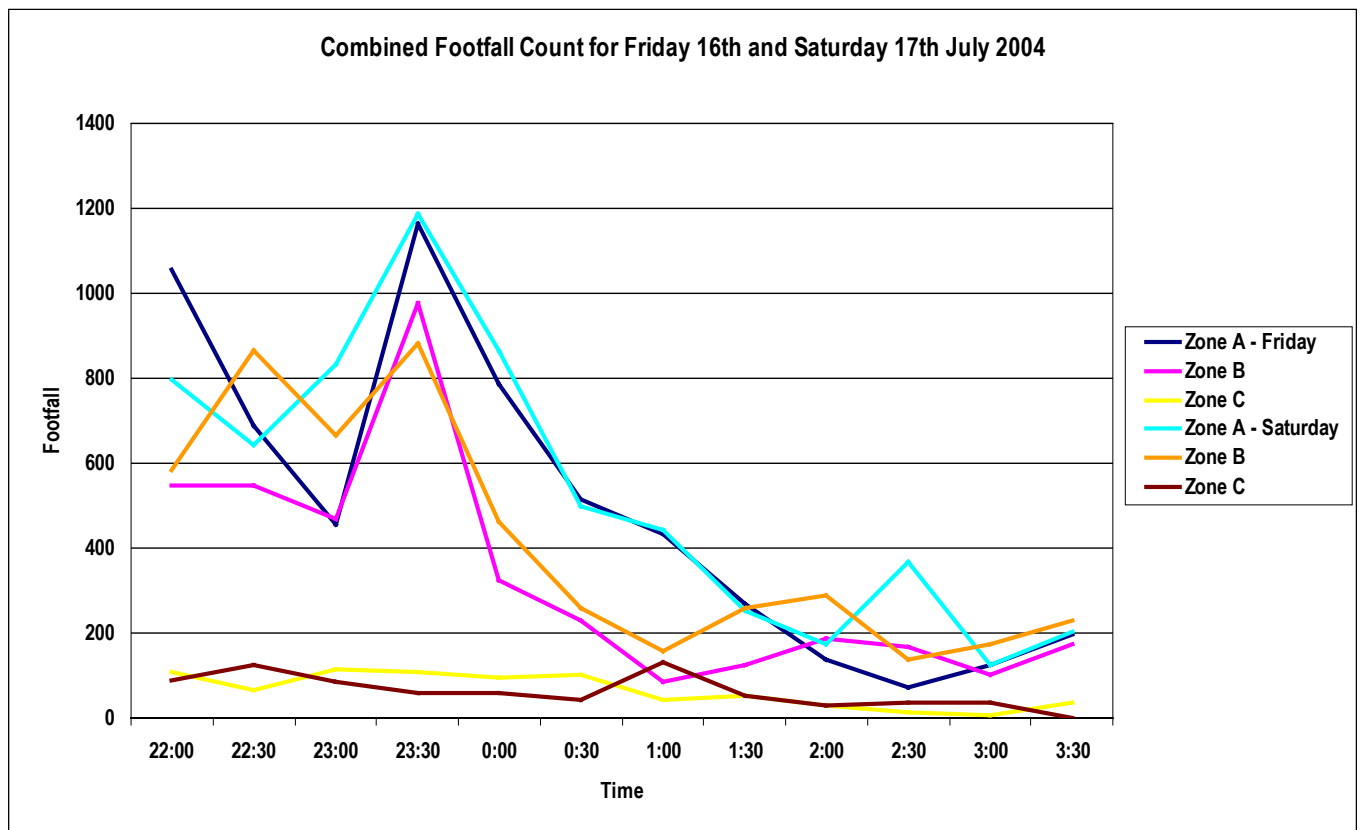
Most zones showed a slight increase in pedestrian numbers at around 3am, with the exception of zone C on Saturday night. This increase probably captures the last people leaving the licensed premises with later closing hours.

It should be noted that these figures indicate the number of people moving about on the street as pedestrians, rather than in the Town Centre at any one time.

The overall pattern shows a high level of pedestrians in the town centre around 10pm, a decrease over the next hour and a half, with a peak at 11.30pm and a gradual decrease over the next four hours. The graph indicates that at this peak the footfall count is almost 1200 for a 30 minute time period.

This appears to indicate that there are people arriving in the town centre up to around 10pm, there is then an increase in pedestrians at 11.30pm when some licensed premises close, and a gradual decrease in numbers as further licensed premises close.

Figure 29 - Combined Footfall Count



8.2.3 Queues

Queues were most common around entrances to night clubs, with up to 44 people in one queue awaiting entry. The largest queues occurred between 23:30 and 00:00 in zone A. There were few queues or large groups in zone C.

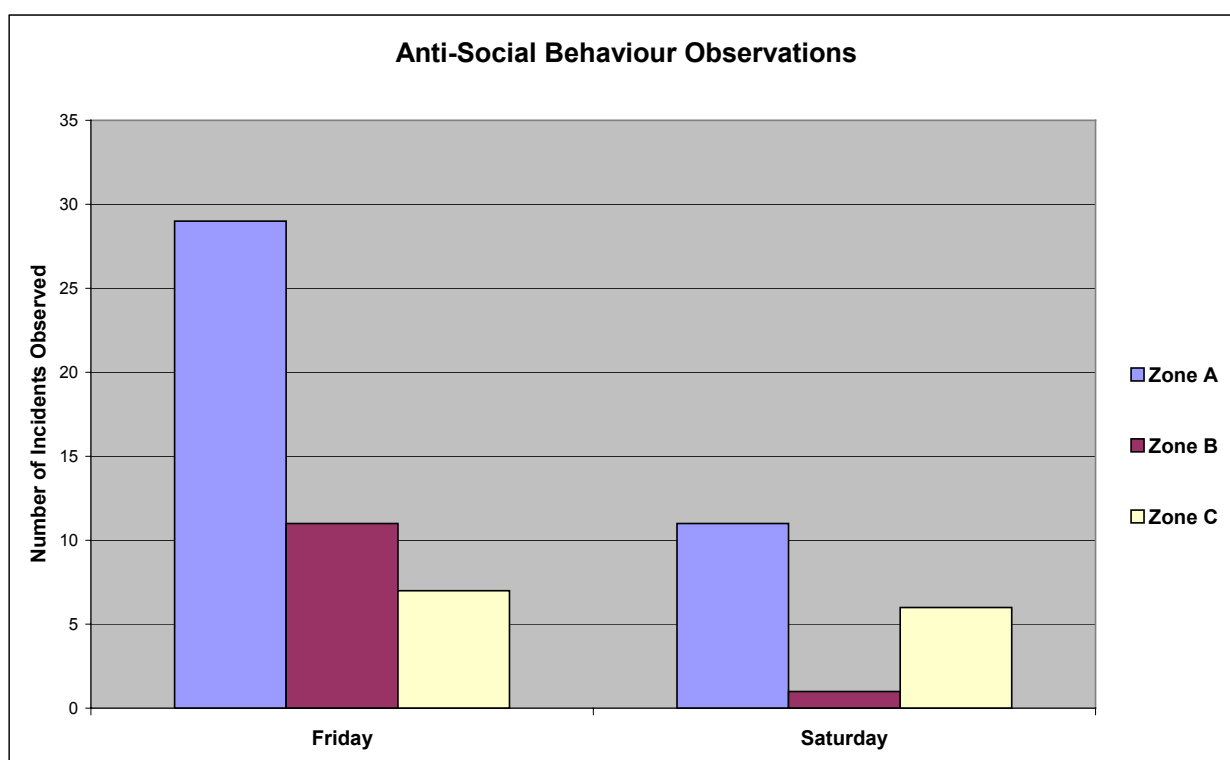
Large groups of people (up to 121) were observed loitering outside some premises on the footpath in zone B, this occurred at locations without door supervision around 23:30.

Queues at bus stops were largest at around 00:00 and 03:30.

8.2.4 Anti-Social Behaviour

Overall the nature and frequency of anti-social behaviour escalated each night. Early in the night, car stereos, loud music, shouting and singing caused some disturbance, with a number of assaults and fights inside licensed premises and on the street. Distribution of flyers and drunk people also caused disturbance.

Figure 30 - Anti-Social Behaviour Observations



Between 00:00 and 02:00, in addition to the incidents above, a number of minicabs were touting for business, incidents of vomiting and urination were observed, as well as an increase in the number of drunken people and litter dropping.

After 02:00 there was an increase in the number of people urinating and vomiting on the street, drunken people leaving premises and obstructing the footpath, street beggars and evidence of increased levels of aggression amongst those still in the town centre.

Police records confirm the incidents observed during the survey period. The two Central Ealing zones accounted for the majority of incidents reported to the Police by members of the public over the weekend. There were 13 reported incidents on Friday and Saturday nights of which seven were linked to named licensed premises and three occurred at Ealing Broadway station. On Friday, these incidents occurred between 22:00 and midnight and on Saturday, incidents occurred between midnight and 03:30.

The reported incidents included assaults (6), drunkenness (2), general disturbance (4). The Police also reported on 3 incidents of assault occurring between 00:24 hours and 03:14 hours on Sunday 18th July outside a night club.

Police incident information provided for the weekend shows that the incidents occurring before midnight tended to occur in or near to licensed premises, while those that occurred after midnight tended to occur in or near to takeaway restaurants and Ealing Broadway Station.

It would be beneficial to follow up this initial survey on a more regular basis, to determine whether there are any seasonal differences, and also to track any changes arising from the deregulation of the licensing legislation and the removal of the opening hours restrictions. A daytime survey would also have provided a helpful comparison, but resources were not available to continue this survey on what would essentially be a 24-hour basis.

8.3 Transport

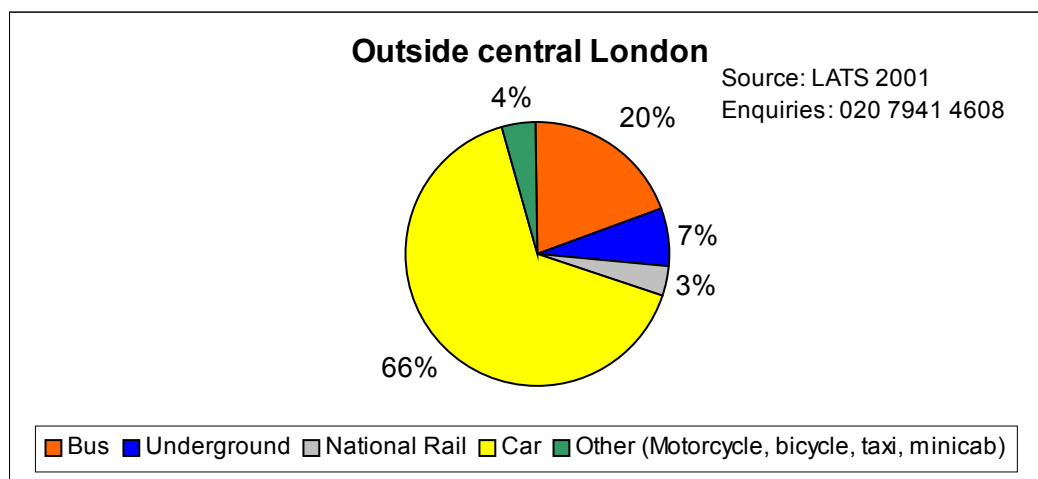
Provision for parking and the capacity of public transport networks are limiting factors for the capacity of a town centre to accommodate A3 uses. Ealing Town Centre is considered to be a key transport hub in West London, with tube, rail network and bus routes all serving the town centre.

8.3.1 Modes of Transport

Transport for London has undertaken some research on the travel modes of Londoners. The pie chart (Figure 31) shows that 66% of travel outside of central London is undertaken in car based transport. It is not possible to extrapolate from this wider research what proportion of night-time visitors to Ealing Town Centre travel by the various modes of transport.

Although across London there is increased demand for late-night underground train services, Transport for London indicate that due to infrastructure issues the tube is unlikely to ever operate on a 24-hour basis.

Figure 31 - Londoner's modes of travel



8.3.2 Parking

Ealing Town Centre provides 2350 public car parking spaces. This is the lowest number of public parking spaces related to shopping floorspace compared with any other West London Metropolitan Centre. The total number of spaces is broken down in Table 22 below. It shows that only 525 parks are available in the Ealing Broadway area after 12pm, and only 295 in West Ealing. This is considerably less than the number of spaces that are available during the day. The Ealing Centre Strategy 2002 - 2012 states that subject to maintaining the centre's commercial viability and status, the aim will be no overall increase in public parking across the town centre. However, the number of parking spaces may be a limiting factor on the night-time economy unless this is compensated for by the availability of other modes of travel.

Table 22 - Number of public parking spaces in Ealing Town Centre (2004)

Ealing Broadway	No. of Spaces	Availability	West Ealing	No. of Spaces	Availability
On Street	170	24 hours	On Street	30	24 hours
Dickens Yard (Town Hall)	300	24 hours	Singapore Rd multi-storey	127	24 hours
Sandringham Mews	55		Singapore Rd surface	55	24 hours
Cinema/Mattock Lane	80	0700 - 1800, Monday to Saturday	Witham	13	24 hours
Springbridge Road Multi-storey Car Park	482	0700 – 2300	Leeland Terrace	44	24 hours
Arcadia	74	Mon – Fri 0800 –1800, Sat 0800 – 1800, Sun 1100-1700	Arden	26	24 hours
Ealing Broadway Centre	630	0600-2400	Sainsbury's	107	Mon – Sat 0700-2200, Sun 1000 – 1600
			Waitrose	157	0830-2100
Total	1791		Total	559	
Total parks available after 11pm	1155			295	
Total number of parks available after 12pm - 820					
Total for West Ealing and Ealing Broadway - 2350					

Source: Ealing Parking Service, 2004

8.3.3 Bus Routes

Table 23 - Bus routes serving Ealing Town Centre

Bus routes serving Ealing Town Centre													
Route	65	83	112	207	297	607	E1	E2	E7	E8	E9	E10	PR1
Peak per hour	7	6	8	6	6	5	6	10	5	7.5	5	3	4
Off peak per hour	4	3	4	4	4	-	6	6	3	4	4	3	2

Source: Transport for London website: www.tfl.gov.uk

Note: Peak period is 7am to 8pm, Off Peak Period is 5am to 7am and 8pm to midnight

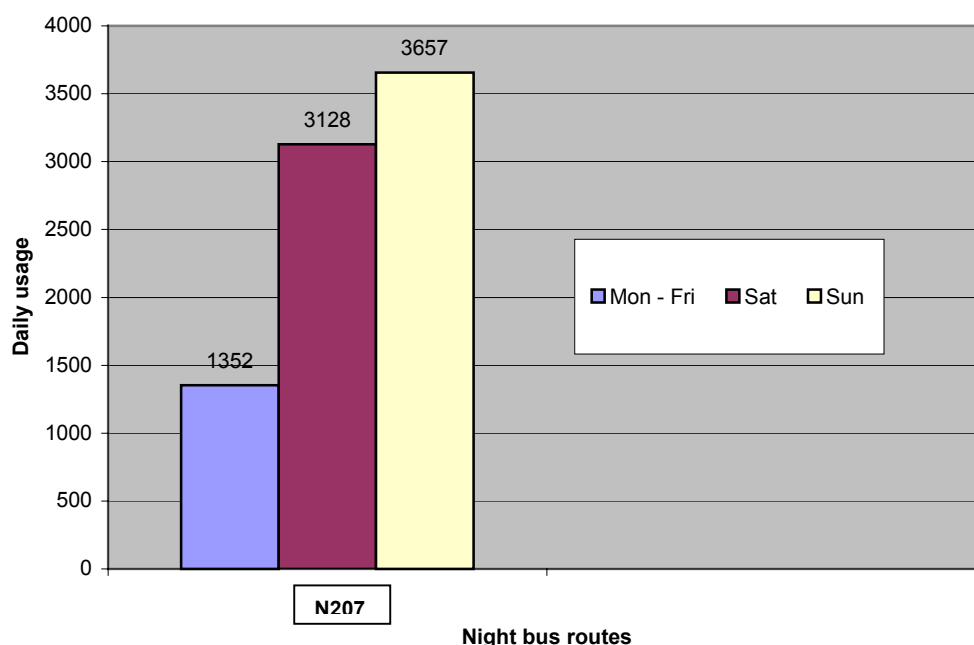
Table 24 - Night Bus routes serving Ealing Town Centre

Night bus routes serving Ealing Town Centre			
Route	N11	N207	N7
Per hour midnight to 5am, 7 days a week	2	3	2

There are 13 bus routes serving Ealing Town Centre during day and evening time and three night buses.

8.3.4 Night buses

Figure 32 - Patronage on night bus N207



Very limited information is available from Transport for London with respect to patronage of Night Buses. The patronage information shown in Figure 32 refers to the N207 night bus service over the period 04/10/03 - 31/10/03 and is an average daily figure.

Transport for London have stated that from the beginning of 1999 until the end 2003, route N207 patronage increased as follows:

- Monday to Friday by 36.9%
- Saturday by 46.0%
- Sunday by 43%

Transport for London do not have any data on the capacity of night bus services to take additional passengers to and from Ealing Town Centre. Transport for London have suggested that it would be useful to conduct a special 'keypoint survey' for the night bus stops in Ealing Town Centre, to assess capacity and usage of night buses servicing the Centre. This survey

would involve researchers counting the number of people waiting at bus stops and the number of passengers on the bus. This should be undertaken at different times throughout the night and at different times of the week, to determine any particular trends and/or service needs.

8.3.5 Rail services and Ealing Broadway Station

There are 3 fixed rail services, serving two rail stations in Ealing Town Centre, Ealing Broadway and West Ealing. Of the two rail stations Ealing Broadway is the busiest.

Table 25 - Rail Services to and from Ealing Broadway Station

Train Lines		First Great Western Link (to and from London Paddington)		
	Per Hour	Peak	8	
Last Trains arriving at Ealing Broadway Station	Monday to Friday	12:27 am 1:34 am 3:44 am		
	Saturday	12:27 am 1:32 am 2:42 am		
	Sunday	12:27 am 1:07 am		
Last Trains Leaving Ealing Broadway Station	Monday to Friday	12.01 am 12.55 am 1.23 am 3.15 am		
	Saturday	12.01 am 12.55 am 1.23 am 2.15 am		
	Sunday	12.01 am 12.02 am 12.34 am 1.05 am		
Tube Lines			District	Central
	Per Hour	Early 5:30am – 6:45am	3.5	4
	Per Hour	Peak time 6:45am – 9:30am and 4:30pm – 8pm	6	9
	Per Hour	Daytime 9:30am – 4:30pm	6	7.5
	Per Hour	Evening/night time 8pm - midnight	4	4

Exit and entry statistics for Ealing Broadway Station over the month of October 2003 were supplied by Transport for London.

The exit statistics for Ealing Broadway Station (people entering the town centre) reveal that Saturday night between the hours of 00:00 and 02:00 is the busiest for that two hour time slot for the entire week, with 350 people exiting the Station compared to 100 on weekdays. This could be attributed to local residents travelling home after a night out in Central London, or it could also be people arriving to visit one of the late-night venues in Ealing Broadway.

The entry statistics for Ealing Broadway Station (people leaving the town centre) show that on Saturday night between the hours of 22:00 and 00:00 approximately 700 people enter Ealing Broadway Station compared to approximately 400 people during the same two hour period on other nights of the week. This could be attributed to people travelling home after the closing time of some licensed venues, but it could also be customers and local residents travelling to late-night venues in other areas.

To find out what percentage of people exiting the Station on a weekend night are coming to the town centre to visit late-night venues, a survey of people as they exit the station could be undertaken.

8.3.6 Black cabs and minicabs

No data was available for the number of black cabs and mini cabs servicing Ealing Town Centre. A street survey of taxi ranks and known minicab queuing areas in Ealing Town Centre would be useful in order to determine the number of taxis operating within the Town Centre, and whether people are waiting/queuing for long periods of time for a taxi/minicab.

8.4 Research Issues

The results of the footfall survey show that there are large numbers of people arriving in the town centre up to around 10pm, there is then an increase in pedestrians at 11.30pm when some licensed premises close, and a gradual decrease in numbers as further licensed premises close. This survey should be repeated to confirm the patterns and to allow for seasonal differences.

Transport for London does not have any specific data on modes of travel during the evening and night-time periods for areas outside central London. As discussed, a survey of night buses, night bus stops and users of Ealing Broadway would be a good start in defining the travel modes of people visiting Ealing Town Centre during the evening/night-time periods. This would also assist in determining whether there are any capacity issues with existing public transport services or a need for upgraded service levels.

These limiting factors help us to understand the impact of the concentration of licensed premises on the town centre and the possible implications of increasing their number. These limiting factors need to be taken into account when assessing the impact of future development in the town centre. The data presented in this report forms a baseline from which future change can be charted and the impact of additional licensed premises can be more accurately predicted.

Earlier in the report (section 4.4), litter and fouling by human waste are put forward as possible limiting factors, but it is acknowledged that information on this difficult to quantify. There is a further, substantive reference to this type of information (and including graffiti) in a street

assessment done as part of the Metropolitan Police crime opportunity profile in Central Ealing (section 7.7). This is not selected as a primary indicator at the end of chapter 7, but could be added to a list of secondary indicators.

8.5 Further Research on defined 'Limiting Factors'

In order to monitor the impact these 'limiting factors' have on the changing dynamics of the night-time economy, it is important to select key indicators that can be monitored on a regular basis. It is suggested that regular reporting be undertaken for the following 'limiting factors':

- Closing times of licensed premises - numbers of premises open at different times
- Footfall survey - pedestrian numbers at key locations at different times through the night
- Anti-social behaviour - observations made by the footfall surveyors
- Surveys of visitors to the centre as to their mode of travel
- Public transport audit - especially numbers of buses serving the area after 10pm
- Street survey - litter, fouling and graffiti.

The results of this research can then inform the development of policies for Ealing Town Centre and support the decision making process relating to applications for new licensed premises or changes to licences. The research will also act as an indicator of progress, in terms of the management of the night-time economy.

9.0 Current and Potential Management Initiatives

The following section provides a brief commentary on some of the current and potential initiatives for managing the impacts of the Late-Night Economy in Ealing Town Centre. The range of appropriate management initiatives that are in place is a material consideration in making decisions on the development of the evening economy. They can assist in mitigating specific problems associated with a premises. They can also affect cumulative impact. This could be brought about if management initiatives cause a reduction in problems of crime and disorder, and a consequent change to the primary indicators of the carrying capacity of the area.

The 2002 - 2012 Ealing Town Centre Strategy (supplementary planning guidance for the development plan for the borough) provides direction for the future use, development and management of Ealing Town Centre. It highlights a number of management initiatives, including PubWatch and the pilot Business Improvement District (BID) programme. Ealing Centre Partnership is the agency driving implementation of the town centre strategy. The initiatives for Ealing Town Centre, generated in conjunction with the strategy, and since its publication, are set out below.

Ealing Centre Partnership is the town centre management organisation for Ealing Town Centre and leads on a number of initiatives aimed at managing the night-time economy. Its membership consists of business, resident and Council representatives. It is responsible for the introduction and use of the storenet and nitenet radio schemes used by the CCTV control room of the Police, Ealing Broadway Centre and the Arcadia Centre, and retailers and pub door staff. The Ealing Centre Partnership also chairs the ward-based Police Focus Group which tasks and directs the activities of this team. In order to secure resources to manage the night-time economy, the Ealing Centre Partnership is taking forward the Business Improvement District for Ealing Broadway and helps direct section 106 funding (planning agreements with developers) to improve the town centre. By working directly with developers to bring further investment to the town centre and actively supporting programmes such as Pubwatch, the Ealing Centre Partnership aims to promote the vitality and viability of Ealing Town Centre.

Another initiative which is funded by the Ealing Town Centre Partnership is the recent employment of **Town Centre Rangers**. One ranger covers the West Ealing area, and another Ealing Broadway. The Ealing Centre Partnership is a good example of the Government's objective of 'promoting town centre management, by creating partnerships to develop, improve and maintain the town centre, including the evening economy'.

Central Ealing Working Group - The Central Ealing Working Group is also a good example of a successful partnership approach to managing the evening and night-time economy. The purpose of the group is to provide a forum for those agencies involved in management of the late-night economy, to discuss common issues of concern, and identify a co-ordinated approach to tackling them. Residents associations are also included in the group membership. The group has for example, prepared a guidance note for members of the public that wish to be involved in the various licensing regimes, as well as promoting the publication of supplementary planning guidance on 'Places for Eating, Drinking and Entertainment'.

PubWatch - is a joint initiative between licensed operators and the police, and focuses on good practice and crime prevention issues. The meeting gives the licensed premises the opportunity to raise concerns with Police and get advice on how to deal with certain issues. The Police use the opportunity to share information on known troublemakers and licensing issues. This programme has been very successful so far in increasing the accountability of licensed

premises managers. In 2003, the pubs and clubs in Ealing Broadway adopted a **Neighbourhood Charter**. This initiative was sparked by a resident representative attending an Pub-watch meeting to discuss their concerns. The Charter asks patrons to respect the local residents and leave the premises quietly, prohibits the removal of glassware and bottles, warns that there is a zero tolerance policy on drugs and violence, and asks everyone to help to make Ealing a safe and friendly place. The pubs and clubs have agreed to display this notice in their toilets and at the door of their premises.

Ealing Responsible Host Award Scheme - The 'Ealing Responsible Host Award Scheme' was first launched in 1999. By encouraging the voluntary co-operation of managers and licensees, it complements the planning and licensing controls already in place. This scheme is supported by the Council's Community Safety Unit and the Major Projects and Regeneration Team (this includes the borough's tourism function). To be eligible, each applicant must demonstrate that they have adhered to ten guidelines over the year. These guidelines cover: the door control policy, dealing with drunk and disorderly patrons, access for disabled people, surveillance, working with Police, considerate hours of servicing, providing a safe outdoor environment, smoking charter, crime prevention through design, control of noise, removal of hazards, and providing information to customers on late-night transport.

Until recently the Metropolitan Police's Licensing Sergeant and Ealing Council's Licensing Officer have made the assessments, which are decided on by an independent panel of judges. This duty will however have to be passed on in the future, as it will be inappropriate for Council, as the licensing authority, to run a competition among licensed operators. The Ealing Town Centre Partnership is exploring ways in which this scheme can evolve, particularly in light of the forthcoming changes to the liquor licensing regime.

Together, these initiatives work towards reducing some of the negative effects of the late-night economy, in order to increase public safety and environmental quality – and make Ealing a more inviting place for residents, businesses and visitors. **Cultural initiatives** such as the annual Ealing Jazz, Film and Summer Festivals are also providing a greater diversity of uses, providing opportunities for a wide range of people to visit the Town Centre at night.

Moving on to a consideration of further potential management initiatives, a **Business Improvement District (BID)** Scheme has potential to contribute to a co-ordinated management approach, in conjunction with improved policing and transport services. This BID programme is still in its very early stages in Ealing.

In encouraging further business to the town centre, developers considering **Development Opportunity Sites** within the town centre, should be encouraged at planning pre-application meetings, to take their cue from the planning briefs developed for these sites, and take an innovative and broad approach to the range of land uses planned for.

The **Entertainment Management Zone** concept could also be explored as a possible means of improving management, and therefore reducing the negative impacts associated with the evening and night-time economy. The development and implementation of an Entertainment Management Zone may be further clarified with the Government's proposed new accompanying guidance to Planning Policy Statement 6 on Managing the Evening Economy, and the Greater London Authority's proposed Night-Time Economy guidance. In Ealing, it is important that the definition of the term EMZ focuses on the co-ordinated management of the effects of the night-time economy, not the unrestricted promotion of such activity.

Safer Clubbing Initiatives - The Pub Watch scheme has been very successful in Ealing. Building on this success, it may be worthwhile to examine the possibility of introducing initiatives identified in the national 'Safer Clubbing' guidance - for example, a pilot scheme with a reputable venue operator to extend the opening hours of a venue after the limit of their liquor licence, and sell food and non-alcoholic drinks in a different atmosphere. This could involve changing from a dance venue to a "chill out" atmosphere, or from a night club to an early breakfast venue. The aim of such an activity would be to ensure that people do not leave in a huge mass at the end of the liquor licence, and that they leave in a more sober state, easing some of the issues associated with people on the streets during the early hours of the morning.

Safer Neighbourhoods – is a new local policing initiative aimed at tackling quality of life crimes and issues that affect the day to day lives of the public. The Ealing Broadway Ward Safer Neighbourhoods Police Team includes a sergeant, two constables and three community support officers. This team will work in partnership with the local authority and existing town rangers to address issues that affect the public's feeling of safety and security. Policing priorities will be decided in partnership with the public and local authorities and organisations.

The list of initiatives above, show that both statutory and non-statutory measures have a role to play in managing the effects of the late-night economy.

10.0 Looking to the Future - Monitoring and Review

This report assembles a wide range of data associated with the evening and night-time economy in Ealing Town Centre. It also has reference to authoritative policy and research on the management of the evening economy, and how the cumulative impact of alcohol-related activity in the town centre might be measured. As this data is examined, chapter by chapter in the report, conclusions are drawn on how it might appropriately be used in assessing cumulative impact.

The data set out in the report encompasses the following -

1. the policy and research framework
2. the local population and local views - residents, visitors and businesses
3. local case law and opinions on implementing the policy framework
4. authoritative views on cumulative impact and the evening economy
5. employment and economic impacts of A3/licensed premises in the centre
6. land use and licensing records - the numbers and distribution of A3 uses and licensed premises, and comparisons with other town centres, and an examination of local areas within Ealing Town Centre
7. a wide range of crime and disorder statistics
8. the characteristics of A3/licensed premises in terms of hours of opening and the maximum numbers of customers in entertainment venues
9. footfall survey - pedestrian numbers at key locations at different times through the night and observations of anti-social behaviour
10. transport facilities of various types and their usage
11. street survey to record litter, fouling and graffiti
12. management initiatives for the evening economy in Ealing Town Centre.

The above information listed in order of its appearance in the report. On the basis of the discussion of the data within each of the chapters, the data can be described as -

- Framework information (items 1 - 6 above)
- Primary Indicators of cumulative impact (item 7 above - crime statistics)
- Secondary Indicators of cumulative impact (items 8 - 11 above)
- Supplementary information (item 12 above - management initiatives)

Clearly, the data presented in the body of the report is capable of being used to guide local policy and the development of the evening economy in Ealing Town Centre at the present time. However, the existing information is only valid as long as it represents a true picture of Ealing and its context.

A systematic regime of monitoring and review is necessary to take forward the approach identified in the study. A possible format for this is set out in table 24 overleaf.

Table 24 - Possible Format for Monitoring and Review

Framework Information

- The policy and research framework, including records of decisions taken in the light of the established framework and with specific reference to authoritative views on cumulative impact.
- The numbers and distribution of A3/licensed premises, comparisons with other town centres, an examination of local areas within the town centre.
- The size and distribution of the residential population.
- Local public opinion about the evening and late night economy.
- Employment and economic impacts of A3/licensed premises in the centre.

Primary Indicators of Cumulative Impact

Crime and disorder statistics, namely -

- Criminal damage
- Drugs
- Robbery
- Violence against the person
- Disturbance in a public place
- Disturbance in a licensed premises
- Drunkenness
- Noise
- Night-time crime

Secondary Indicators of Cumulative Impact (Limiting factors)

Key indicators taken from data on the characteristics of A3/licensed premises, footfall survey and transport information, as follows -

- Closing times of licensed premises - numbers of premises open at different times
- Footfall survey - pedestrian numbers at key locations at different times through the night
- Anti-social behaviour - observations made by the footfall surveyors
- Street survey - litter, fouling and graffiti
- Surveys of visitors to the centre as to their mode of travel
- Public transport audit - especially numbers of buses after 10pm

Supplementary Information

- Existing and planned management initiatives, and their impact on the centre.

The value of the Monitoring and Review Format

On an on-going basis, it will be necessary to retain confidence in the framework information. In other words, the policy framework at all levels should continue to justify the established local approach; also, there must still be a high concentration of A3/licensed premises in the area, and a high and increasing local residential population. It will also be important to be aware of public opinion on the evening and late-night economy.

Having established that this 'framework' remains in place, the crime statistics which are the primary indicators of cumulative impact must be kept up to date if they are to be a valid basis for future decisions on the evening economy.

The secondary indicators and the supplementary information presented in the report provide a comprehensive survey of the situation in the town centre. However, these figures will become much more important as aids to the analysis of cumulative impact when changes over time are identified, and their implications are considered. Continuing availability of comparative data is essential.

Finally, it will be useful to maintain links with other authorities and agencies with a similar interest in managing the evening economy, with a view to sharing information on how to refine and improve the evidence base represented by the approach set out in this report.

11.0 Conclusions and Recommendations

This final chapter of the research report on 'The Cumulative Impact of Pubs, Clubs and Restaurants (Case Study of Ealing Town Centre)' draws general conclusions from the findings in each of the preceding chapters, and makes recommendations for future action.

Background

This report was commissioned following discussion of the evening economy by officers at Ealing Council and the Greater London Authority. The Greater London Authority was interested in exploring issues around the emerging London Plan policy on entertainment management zones, and Ealing Council was interested in identifying ways to improve the management of Ealing Town Centre. The agreed aim of the study was to determine, in the local context, how Ealing might measure 'cumulative impact' and determine what particular indicators of 'saturation point' or carrying capacity are crucial, in terms of managing the late-night economy.

In addition to Ealing/GLA officer liaison, the study process involved a wide range of local agencies and interests, primarily through the Central Ealing Working Group. It also involved liaison with other local authorities, including the London Boroughs of Westminster and Camden.

Overview of policies, strategies and research

It is generally recognised that the evening/night-time economy is a valuable addition to the town centre economy as a whole. However, alcohol-led recreation need not be the only type of activity within the evening economy, and diversification is important. There are acknowledged links between alcohol-related activity and crime. There are also links between crime levels and people's perceptions of the attractiveness of an area - i.e. as an area to visit, to move through or to live in. If alcohol related activity predominates in a town centre, it can constrain the economic health of the area as well as its general attractiveness. Careful management is important if a town centre is to derive real benefits from the growth of the evening and night-time economy.

The local perspective

There is a substantial residential population in and around Ealing town centre, and this population is increasing. More residents would prefer to see the evening economy restricted than want to see it encouraged. On the other hand, a significant minority holds the opposite view. However, residents and businesses agree that a healthy evening economy is desirable, that it should consist of a wider range of activities to attract different age groups, and that it should create a relaxed and welcoming ambience.

Planning appeal decisions in Ealing town centre show that it is important to clarify the different impacts that different types of A3 premises can have. Moreover, impacts on the occupiers of neighbouring property should be carefully distinguished from the cumulative impact of additional activity in general area. Specific evidence is needed to demonstrate that cumulative impact is an issue. In appropriate circumstances, acknowledged impacts can be regulated by restriction of the type of use, the hours of opening, the scale of development and environmental mitigation, as well as by refusal of an application for development.

The cumulative impact of licensed premises in an area

Studies on cumulative impact suggest that it can be measured by reference to information on crime and disorder and other factors affecting people's quality of life. Where these impacts register at a level that is regarded as excessive, it can be said that an area has no additional carrying capacity for licensed premises. Policies and decisions on proposed development in the area can legitimately have regard to these factors. It is noted that crime and disorder statistics can be considered as primary indicators of cumulative impact, while other quality of life data should be considered as secondary.

Employment and the leisure economy in Ealing

There has been a major increase in the jobs provided by restaurants, bars and associated activity in Ealing. This now comprises some 15% of the total employment in the town centre. Clearly, this positive impact of licensed premises in the evening economy must be weighed alongside any negative impacts on the economic, social and environmental fabric of the town centre.

Land use and licensed premises

It is clear that Ealing Town Centre has a high proportion of alcohol-related premises in relation to other comparable town centres. There are also particular concentrations within the centre, and five zones can be discerned for the purpose of analysis. Up to now, there has been growth in licensed premises. Future plans for the borough provide for additional capacity in a varied evening economy - though not limited to alcohol-related activity.

Crime and Disorder in Ealing

A great deal of information on crime and disorder is available. The town centre clearly has a number of crime hotspots, and a relationship exists with the distribution of licensed premises. This data provides primary indicators of the cumulative impact of alcohol-related activity in the town centre. The hotspot information indicates that two of the zones in the town centre can be regarded as being at capacity in terms of the number of licensed premises. These zones are The Mall/Haven Green and Ealing Green/New Broadway. The data also shows that the three other zones in the town centre still have capacity for additional premises, though one of these appears to be close to capacity.

Limiting factors and the night-time economy

A wide range of other data is relevant to the consideration of cumulative impact. This includes the numbers of premises and their hours of opening, pedestrian movement in the centre late at night (and associated anti-social behaviour), and transport facilities of various types. The examination of this data gives rise to suggestions for additional information that could be useful in the same way. These facts and figures can be regarded as 'limiting factors' on the development of places for eating, drinking and entertainment in Ealing Town Centre.

The data provides a picture of conditions in the town centre, but it is not possible to make judgements on cumulative impact on the basis of this information alone. However, changes in the conditions (i.e. improvement or decline) can be used in conjunction with the primary indicators to make decisions on the development of the evening and night-time economy.

Current and potential management initiatives

Clearly, the careful regulation of leisure industry proposals for more alcohol-related activity is not the only mechanism for managing the evening economy of Ealing town centre. Wide-ranging management initiatives are in place and being developed so that the operation of the evening economy is as successful as possible from all points of view.

Looking to the future - monitoring and review

This study explores how the concept of cumulative impact might be used in regulating the evening economy - and particularly alcohol-related activity. This is characterised as framework information, primary and secondary indicators, and supplementary information. It includes data that shows how the cumulative impact of this activity can be measured in Ealing Town Centre. Crime and disorder data is used to form primary indicators, and this helps to establish which parts of the town centre are at capacity, and where there is potential for further growth.

The study provides a starting point for on-going assessment of the evening and night-time economy in Ealing Town Centre. The existing primary indicators are only valid as long as they represent the true situation in the town centre. In addition, the secondary indicators and supplementary information will become more useful as aids to the analysis of cumulative impact (and decisions on the development of the evening economy) when changes over time are identified, and their implications are considered. A systematic regime of monitoring and review is necessary to take forward the approach identified in this study.

Recommendations

The authors of the report put forward a series of recommendations for action by Ealing Council and other relevant authorities:

- Disseminate this research report through publication, in association with the Greater London Authority.
- Continue to liaise with other boroughs and the GLA on techniques for managing the evening economy in the context of relevant policies in the London Plan and Ealing's adopted unitary development plan, and supplementary planning guidance.
- Assist the GLA in exploring the potential for Entertainment Management Zones, utilising as appropriate the research on cumulative impact and experience of management initiatives and regulatory processes in Ealing Town Centre.
- Utilise the research on cumulative impact to inform policy and practice in managing Ealing Town Centre's evening and night-time economy.
- Develop an ongoing monitoring and review system of primary and secondary indicators of cumulative impact relevant to Ealing Town Centre.
- Refine the initial secondary indicators identified in this report through further research, in particular a survey of night bus usage, and a visitor survey of modes of travel used for visiting the town centre.

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The Town and Country Planning (Use Classes Order) 1987 (Amended)

The Town and Country Planning (Use Classes) Order 1987 (as amended) (UCO) sets out classes of uses. The UCO provides that a move between activities within the same class is not development and therefore does not require planning permission. The Town and Country Planning (General Permitted Development) Order 1995 (as amended) (GPDO) provides further flexibility by classifying certain moves between the Use Classes as permitted development, which similarly does not require express planning permission. Whilst the UCO may permit the change of use of a building, planning permission may still be required for associated building works.

The relevant use classes for the purposes of this research report are 'A' and 'D', which cover retail and institutional uses respectively. Information on Classes A and D are set out the table below.

Please note, this order is due to be amended, see section 6.6 of this report.

Use Class	RETAIL AND ALLIED USES	Whether change is permitted
A1 Shops	Sale of goods and cold food, retail warehouses, hairdressers, travel and ticket agencies, post offices, domestic hire shops, funeral directors, dry cleaners	No change of use without permission, except to A1 plus single flat
A2 Financial and professional services	Professional (excluding health and medical services) and financial services (banks and building societies); other services appropriate in a shopping area where the services are provided principally to visiting members of the public	Change to A1 permitted only if there is a ground floor display window
A3 Food and drink	Sale of food and drink for consumption on premises, eg in restaurants, pubs, cafes and wine bars; shops for sale of hot food to be taken away	Change to A1 or A2 permitted
Sui Generis	Shops selling or displaying motor vehicles for sale	Change to A1 permitted
	Laundrettes, taxi businesses, car hire businesses, filling stations, scrapyards	No change of use permitted

Use Class	INSTITUTIONAL AND ALLIED USES	Whether change is permitted
D1 Non-residential institutions	Clinics, health centres, crèches, day nurseries, day centres, consulting rooms (not attached to doctor's house); museums, libraries, art galleries, public and exhibition halls; non-residential schools, colleges and other educational centres; public worship or religious instruction	No change of use permitted
D2 Assembly and leisure	Cinemas, dance and concert halls; swimming pools, skating rinks, gymnasiums; other indoor and outdoor sports and leisure uses, bingo halls, casinos	No change of use permitted
Sui Generis	Theatres, amusement arcades and centres, fun fairs	No change of use permitted

The reference within Class D2 to 'dance halls' is used to include night clubs. Although night-clubs might come within Class D2, or Class A3, or could be sui generis.

