THE WINSTON CHURCHILL MEMORIAL TRUST OF AUSTRALIA

Report by SUZIE MATTHEWS – 2009 Churchill Fellow

To compare regulatory and planning models which reduce crime in the night time economy

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Signed ________________________________  Date________________________
INDEX

Introduction............................................................................................................

Executive Summary.............................................................................................

Programme............................................................................................................

Main Body..............................................................................................................
  Background.......................................................................................................  
  Vancouver, Canada............................................................................................
  New York, USA...................................................................................................
  London and Cardiff, UK....................................................................................
  Manchester, UK.................................................................................................
  Edinburgh, Scotland...........................................................................................
  Paris, France.......................................................................................................  
  Amsterdam, The Netherlands...........................................................................
  Berlin, Germany................................................................................................

Conclusions.............................................................................................................

Recommendations...................................................................................................
INTRODUCTION

Striking the right balance between a vibrant night time economy and amenity and safety is a challenge facing many cities, towns and suburban centres across Australia.

The night time economy undoubtedly brings a great economic contribution to communities across Australia, but at the same time alcohol costs our communities significantly in terms of policing, hospital admissions, waste and cleansing, violence and anti-social behaviour.

Finding solutions to growing a night time economy that is sustainable, relatively balanced, well-managed and integrated into land use planning, precinct management and regulatory approaches is the aim of this Churchill Fellowship.

I would like to thank the Winston Churchill Memorial Trust for granting the opportunity to study this important and growing issue in Canada, the United States of America, the United Kingdom, France, the Netherlands and Germany.

I would like to particularly thank my two referees, Assistant Commissioner, Catherine Burn, NSW Police and Monica Barone, Chief Executive Officer, City of Sydney Council in their support of my application, with special thanks also going to Lord Mayor Clover Moore, Ann Hoban Director, City Culture & Community and the City of Sydney Council for their ongoing support and engagement with the issue of the night time economy and alcohol related violence.

My thanks must also go to my partner, Liesel Berling for her terrific support and perspective, wonderful sense of humour, I-Phone map reading prowess and uncanny ability to always find a new pair of shoes and something nice to eat.

I’d like to especially thank Kate Read and Margariute Arene (Paris), Julie Weldon (Edinburgh), Detective Michael Lacerenza, (New York); Thom Greuter (Amsterdam) and Ronald Schulz-Töpken (Berlin) for their wonderful help in finding the right person for me to meet with and coordinating meetings.

Finally, my gratitude goes to the wonderful professionals who made time to meet with me. Working in sectors that are often challenging, I appreciate the insight, generosity, knowledge and time shared by all with whom I met. The innumerable ideas and approaches used across all jurisdictions are truly amazing and inspiring, and Australia can undoubtedly benefit from this wealth of experience.
EXECUTIVE SUMMARY

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301/6 Belvoir Street Surry Hills NSW 2010
Manager, Late Night Economy, City of Sydney Council
PH: 02 9246 7876
To compare regulatory and planning models which reduce crime in the night time economy

Highlights
- Late night and day time inspections of some of the most interesting night time economies on the planet, including New York City’s Lower East Side, Vancouver’s downtown, London’s West End and Camden Town; Edinburgh city, the Champs Elyse and Marais in Paris, Rembrandtplein and Leidseplein in Amsterdam; and Mitte in Berlin.
- Meeting with many of the leading night time economy innovators, policy makers, and practitioners in policing, liquor licensing, local government, city and provincial government and community stakeholders.
- Meeting with leading night time economy academics including Professor Phil Hadfield, Leeds University; Assistant Professor Richard Ocejo, City University of New York; Professor Simon Moore, Cardiff University and Professor Joanne van der Leun, Leiden University.

Recommendations
The key findings from the Churchill Fellowship support integrated approaches to the current management of, and future planning for town and city night time economies. Many of these measures have been selected as they have a demonstrated link to reducing alcohol related crime, according to the international literature. A comprehensive listing of all recommendations is at the end of this report. Some selected recommendations include:

Legislation
- Consideration of cluster control provisions for licensed premises and late night take away food premises within both liquor licensing and environmental planning legislative frameworks.
- Consideration of “saturation zone” provisions within liquor legislation to enable a localised veto of further growth in late night licensed and take away food premises in specific areas.
- Consideration of “late night levy” legislation which would be applied to all premises operating after 12am to contribute to the additional cost of servicing a late night economy.
- Creation of a licensing permit system where renewal of liquor licences occurs after a three year period.
- Consideration of legislation relating to the use of Identity Scanners in licensed premises, with provisions referring to type of data to be collected, data storage and sharing, use of data, length that data can be stored.

Precinct Management
- Consideration of integrated precinct dispersal plans to ensure cleansing, lighting and transportation are all effectively and efficiently coordinated to get people home at the end of the night.
- Consideration of an integrated night time city map, containing transport info, maps, nightlife destinations and emergency contacts.
- Consider options for Council licensing compliance officers, Rangers & CCTV operators to meet with local police on Friday nights regarding weekend taskings and key issues to be addressed in key late night precincts.
**EXECUTIVE SUMMARY**

**Industry Led Initiatives**
- Consider “venue dispersal guideline” outlining how the venue will close and how patrons will get home safely and with minimal impact on amenity at night.
- Consideration of liquor accord members funding enhanced roaming security to monitor problematic patrons and work in with police to better manage public areas.
- Consideration of a no queue policy after 1 am, with all venues participating.

**Implementation and Dissemination**
The findings from the study will be disseminated in the following way:
- Briefings with key NSW government stakeholders including NSW Police, Communities NSW, Attorney General’s Department, Transport NSW and Premier and Cabinet.
- Briefings with key liquor industry stakeholders including the Australian Hotels Association, Clubs NSW, Small Bars Association and key Liquor Licensing Accords.
- Presentations to key NSW, Australian capital city and regional councils, including the National Local Government Drug & Alcohol Advisory Committee.
- Presentations at key conferences including “Thinking Drinking”.
- Formal representations to the NSW and federal governments to progress legislative reform.
PROGRAMME

Vancouver, Canada (2-8 May 2010)
- Karen Ayers, Assistant Deputy Minister & General Manager, Liquor Control and Licensing Branch, Ministry of Housing and Social Development
- Deputy Chief Warren Lemcke, Investigation Division, Vancouver Police Department
- Sergeant Keiron McConnell, Gang Taskforce, Vancouver Police Department
- Barb Windsor, Chief Licence Inspector, Assistant Director Licences and Inspections, Licenses & Inspections, City of Vancouver Council
- Lucia Cumerlato, Licensing Coordinator, Licenses & Inspections, City of Vancouver Council
- Cathy Joe, Planning Analyst, Licence Office, City of Vancouver Council
- Bill Boons, Assistant Director Development, Development Services, City of Vancouver Council
- Michael Gordon, Senior Central Area Planner, Central Area Planning, City of Vancouver

New York City, USA (9-15 May 2010)
- Assistant Professor Richard E. Ocejo, Department of Sociology, John Jay College of Criminal Justice, The City University New York
- Tom Harris, Senior Vice President of Security & Operations, Times Square Alliance, Times Square Business Improvement District
- Jose Soegaard, Policy, Planning & Design Associate, Times Square Alliance, Times Square Business Improvement District
- Raymond Lee, Chair State Liquor Authority Licensing Committee, Community Board #2 Manhattan, New York City
- Jo Hamilton, Chair, Community Board #2 Manhattan, New York City
- Captain Nancy Barry, New York Police Department, 7th Precinct, 19 1/2 Pitt Street, Lower East Side, Manhattan
- Dept Inspector Kenneth Lehr, New York Police Department, 9th Precinct, 321 East 5 Street, The Bowery, Manhattan
- Detective Michael Lacerenza, NYPD Intelligence Division, Liaison Unit New York Police Department

London / Cardiff, United Kingdom (15-22 May 2010)
- Dr Simon Moore, Senior Lecturer, Violence & Society Research Group, Applied Clinical Research & Public Health School of Dentistry, Cardiff University
- Michael Parfitt, City Centre & Bay Night Time Coordinator, Major Projects, Cardiff County Council
- Tony Bowley, Licensing Officer, Licensing Department Cardiff Central Police
- Alison Monaghan, Commissioning Officer, Drug and Alcohol Action Team, Westminster City Council
- Sergeant David Hume, Police Liaison, Drug and Alcohol Action Team, Westminster City Council
- Inspector Neil Acheson, Westminster Police Licensing Team
- Police Constable Sandy Russell, Westminster Police Licensing Team
- Police Constable Jim Sollars, Westminster Police Licensing Team
- Laurie Slone, Assistant Service Manager Licensing Enforcement, Premises Management, City of Westminster
- Sarah Porter, Chief Executive, Heart of London Business Alliance, The Business Improvement District
- David Fereday, Operations Manager, Heart of London Business Alliance, The Business Improvement District
- Jane Blade, Licensing Officer, Health, Safety and Licensing, City of Camden Town
PROGRAMME

- Vicky Wallas, Operations Manager, Health, Safety and Licensing, City of Camden Town

Manchester, United Kingdom (23-25 May 2010)
- Professor Phil Hadfield, Director, Criminal Justice Studies School of Law, University of Leeds
- Fraser Swift, Principal Licensing Officer, Licensing Unit, Premises Team, Manchester City Council
- Julie Weldon, Public Protection Officer, Neighbourhood Services, Manchester City Council
- Inspector Ron Orr, Licensing Unit, Greater Manchester Police

Edinburgh, Scotland (26-28 May 2010)
- Stephen Walker, Manager of Environmental Health & Trading Standards, City of Edinburgh Council
- Tom Stirling, Manager Licensing, City of Edinburgh Council
- Stephen Williamson, Section Head, Services for Communities, City of Edinburgh Council
- Stephen Driscoll, Community Safety Manager, City Centre Neighbourhood Team, City of Edinburgh Council
- Stuart Wilson, Community Protection, City of Edinburgh Council
- Chief Inspector Kevin Murray, Central Neighbourhood Policing Area, Lothian and Borders Police, Edinburgh
- Sergeant Steve Adam, Coordinator Edinburgh Violence Reduction Program, Lothian and Borders Police, Edinburgh
- Inspector Alwyn Bell, Duty Officer, Central Policing Team, Lothian and Borders Police, Edinburgh

Paris, France (2-9 June 2010)
- Pierre Ouvry, Chef du pole licences et debits de boissons. Adjoint au chef du bureau de la police sanitaire et de l’environnement, Interior Ministry
- Madame Margariute Arene, Director, Drogues et Toxicomones, Directions des Affaires Sanitaires et Sociales, (City of Paris Council)
- Madame Catherine Joaux, Manager Drogues et Toxicomones, Directions des Affaires Sanitaires et Sociales, (City of Paris Council)

Amsterdam, The Netherlands (10-16 June 2010)
- Inspector Diana Burggraaf-Koerse, Buurtregie Lijnbaansgracht, Leidseplein Amsterdam Politie (Police)
- Inspector Hans Mangnus, Buurtregie Rembrandtpleinbuurt, Amsterdam Politie (Police)
- Undine Stevens, Beleidsmedewerker veiligheid, Coordinatie Team Wallen / Veiligheid, Gemeente Amsterdam, Stadsdeel Centrum (Council)
- Prof. Joanne van der Leun, Professor of Criminology, Faculteit Rechtsgeleerdheid, Instituut voor Strafrecht & Criminologie, Criminologie en Penologie Office, Leiden University

Berlin, Germany (17-20 June 2010)
- Nadja Clarus, Senate for Economics, Technology and Women’s Issues Division II B Communication - Media and Creative Economics
- Cassandra Stocks, , Senate for Economics, Technology and Women's Issues Division II B Communication - Media and Creative Economics
- Polizeidirektor Frank Frederking, Abschnittsleiter 32, Dir 3, Abschnitt 32, Polizei, Berlin
- Kriminaloberrat Regina Lawitzke, Dezernatsleiterin, Grenzüberschreitende Kriminalität, Gewerbekriminalität, Polizei, Berlin
Background

Across Australia, many cities, regional centres and towns have been grappling with alcohol fuelled violence and anti-social behaviour. Many centres have experienced a rise in this type of crime over the last decade. During this period, a deregulation and relaxation of liquor licensing legislation across Australia has seen a significant increase in the number and concentration of licensed premises and an extension of trading hours across several jurisdictions.

The economic contribution of the alcohol industry in Australia is large, with an estimated contribution of $8,028 million to government revenue. Cities and towns value the contribution of a vibrant night time economy, but all face challenges from the cost of alcohol which in Australia in 2010 was calculated at $36 billion.

As cities and towns experience growth in their night time economies many are experiencing the negative impacts on amenity, a loss of day and night time economic diversity and a rise in alcohol related anti-social behaviour and disorder. The challenge for Sydney and many other Australian cities and towns is how to balance this evening and late night, vibrant economy with public and residential amenity and safety.

My research looks at the legislative, policy, regulatory and precinct management systems used in large, complex global cities to manage the night time economy, and have some measure of success in balancing these competing priorities. The findings are presented according to each city visited, as I was keen to understand the interplay between policy, legislation, compliance, economic diversity and precinct management within each city. A comparative table of all cities is provided at Appendix A. Each city is introduced via a night time economy snapshot.

1. VANCOUVER, CANADA

<table>
<thead>
<tr>
<th>Snapshot</th>
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<tbody>
<tr>
<td>• Legal age of alcohol purchase is 19 years.</td>
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<tr>
<td>• Population for City of Vancouver is around 650,000.</td>
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<tr>
<td>• About 1200 food primaries - licensed restaurants.</td>
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<tr>
<td>• About 250 liquor primaries - bars and hotels.</td>
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<tr>
<td>• Latest trading licensed venue is 4am, but usually 2am for hotels, with 12am closing for everything else.</td>
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<tr>
<td>• Liquor permits are time limited and must be renewed annually.</td>
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<tr>
<td>• BYO is not permitted in any licensed (or unlicensed – ie: cafe) premises.</td>
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<tr>
<td>• Vancouver City Council introduced a cluster control by-law for licensed premises, of between 50m or 500m.</td>
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<tr>
<td>• Key late night precincts include: Granville Entertainment Area (GEA), West Village, Yaletown, Gastown, Commercial Drive, South Main (SoMa)</td>
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<tr>
<td>• Significant concentration of late trading venues in the Granville Entertainment Area (GEA), with 6700 liquor seats. No new licensed “seats” are permitted in the GEA.</td>
</tr>
<tr>
<td>• Assaults were increasing in GEA up until 2006/07, and have since reduced by 17% in 2008 and 17% in 2009.</td>
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1.1 Legislation
The province of British Columbia (including Vancouver) is governed by the Liquor Control and Licensing Act (“the Act”). The Liquor Control and Licensing Branch (LCLB) is the provincial body responsible for enforcement, monitoring and regulation and “...protecting the public from the harm that may be caused by making and selling liquor products that contain alcohol.” (2008:01)
There are a range of liquor licence categories, with the main types issued under the Act being:

- **Food-Primary Licenses** – for selling liquor by the glass at businesses (restaurants) where the primary purpose is to serve food. These are the most common licence type and take 4-6 weeks to issue and require a local zoning permit from the City of Vancouver Council. No community input is gathered for this license type. Restaurants can have “lounge areas”, with 20% of up to 40 seats allocated for the “lounge area”.
- **Liquor-Primary Licenses** – for selling liquor by the glass at businesses (pubs, bars, lounges, or nightclubs) where the primary purpose is to sell liquor. These take between one to two years to obtain and require a local zoning permit.
- **Liquor Retail Store Licenses** – for selling liquor by the bottle at retail stores (often called Private Liquor Stores, operated in association with licensed hotels, bars or pubs). No new licenses are currently available.

Liquor permits are issued for a period of one year, and must be renewed annually by the applicant. Patron capacities are detailed on the liquor permit, and the capacity is proposed by the applicant as outlined in a detailed floor plan submitted with the license, which indicates the positions of all tables, chairs etc.

### 1.2 Planning controls

The City of Vancouver Council has a land use policy which determines the land use mix across the city. This includes provisions for restaurants, bars and cabaret premises. These are described in terms of “liquor seats”. Licensed premises require a liquor permit and a planning permit to operate in Vancouver. In some areas, such as Granville Street Entertainment Area, there are no new “liquor seats” permitted, as this area is deemed to be “at saturation” with licensed bars, nightclubs and restaurants. In other areas, such as Yaletown which is a mixed residential and commercial neighbourhood, certain types of licensed premises are subject to a cluster control provision, ie: no new premises within 50m or 500m of an existing premises. These powers to restrict new premises opening or to restrict clustering exist within special By Laws enacted by the City of Vancouver. The provincial government has delegated these powers to Vancouver City. Council planning staff advise that approvals for licensed entertainment premises are reportedly difficult to obtain due to the number of steps involved.

### 1.3 Economic diversity

There were relatively low levels of economic diversity in any of the late night areas in Vancouver. Key premises open on Granville Street were mostly bars, a few restaurants, nightclubs and take away food premises. Other areas such as Gastown, West Village, and Yaletown had more restaurants and low scale bars open, with some late night grocery stores. Retail appeared to close relatively early in most areas, marking a clear transition between day time and evening economies.

### 1.4 Compliance and regulation

LCLB employ 105 staff to monitor the 10,000 liquor licences in the province, with 12 of those staff located in the Vancouver office. The LCLB undertakes risk based inspections based on the venues type (ie: nightclub), location, compliance or enforcement record and whether there has been a history of gang activity – which has been an issue in Vancouver licensed premises. The LCLB, Police and Council also undertake joint inspections, and there has been an integrated approach to Council and the LCLB enforcement operating hours.

The LCLB use a “voluntary compliance” approach, where premises are provided with information and educated in the first instance. This is done online, through the training of venue staff and via information provided by LCLB inspectors. However, the LCLB arguably has stronger powers to act against poorly run premises

### 1.5 Precinct Management

Initiated by the Vancouver Police, the Granville Street road closures on Friday and Saturday nights commenced in August 2007 in response to intense media and political concern about levels of alcohol fuelled violence in the GEA. The closures run May to September. The first weekend in 2007 used 48 police to create a visible impact and included barricades closing the street and used police to greet and welcome people to the area. Since that time, 16 officers are used in this area. Police also
approached taxi companies to create a special taxi zone to ensure people can get home, once the police and security "push" commences after the clubs close at 3am. Local radio (C-Fox) was also involved, making regular announcements about the closures with celebrities. C-Fox opened an onsite station during the closures in a shopfront, and there were plans for live music during the early evening to attract a more diverse and older crowd in summer 2010. The increase in available space and change in policing approach is believed to be behind the success of this initiative which has significantly reduced assaults in the GEA. The Police have also trialled special event closures during Halloween which was a big attractor for parents and children, with over 20,000 people coming into the GEA.

Additionally, the Vancouver Police initiated Bar Watch, in conjunction with local licensed premises in the GEA. This includes the use of linked ID scanners, sharing of banning information, no queuing after 1am in summer, early liquor store closures for major events and the capacity for police to remove people from premises (ie: gang members). Due to member contributions, Bar Watch has paid for 8 roaming security officers in the GEA, and security officers attend police briefing meetings.

City of Vancouver staff noted that they had introduced a by-law that enabled the collection of special levies on all late night premises. The income from these levies contributes to funding for policing the night time economy in Vancouver.

2. NEW YORK CITY, USA

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<th>Snapshot</th>
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<tbody>
<tr>
<td>• Legal age of alcohol purchase is 21 years.</td>
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<tr>
<td>• Population of Manhattan Island is 1.6 million.</td>
</tr>
<tr>
<td>• New York State has 70,000 liquor licences, with 30,000 in New York City and surrounds.</td>
</tr>
<tr>
<td>• Latest trading is 4am, but usually 12am for restaurants. Venues can re-open at 8am.</td>
</tr>
<tr>
<td>• Venues can trade after 4am, but can't serve alcohol to customers.</td>
</tr>
<tr>
<td>• Takeaway liquor is available 24 hours, 7 days a week.</td>
</tr>
<tr>
<td>• Liquor licences are time limited and must be renewed every 2 years.</td>
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<tr>
<td>• The Alcohol Beverage Control law has a cluster control known as the 200ft and 500ft rules.</td>
</tr>
<tr>
<td>• Key late night areas Chelsea, Meatpacking District, East Village, Lower East Side (LES), Chinatown, SoHo, NoHo, Nolita, Times Square.</td>
</tr>
<tr>
<td>• 9th precinct, 8/10 square mile and has 797 licensed premises, the 2nd greatest density in the USA. It had 155 felony assaults in 2009, and 53 between 1 Jan and 9 May 2010, 9 of which were licensed premises related. This is a very low figure.</td>
</tr>
<tr>
<td>• The Lower East Side is 1.8 square miles with 692 licensed venues</td>
</tr>
</tbody>
</table>

2.1 Legislation
The state of New York is governed by the Alcohol Beverage Control (ABC) Law which was introduced in 1933 at the end of prohibition, with only minor variations since that period. The New York State Liquor Authority is the government body responsible for issuing liquor licences.

There are over 30 liquor licence types available in New York State. The main types include:

- On-premises liquor – a standard bar licence. Permits sale of liquor, wine and beer on premises, and beer sales (only) for off premises consumption. Food (ie: soup / sandwiches) must be served.
- All other on-premises
- Grocery Beer/Wine – off-premises licence to sell beer / wine (only)
- Liquor store – For sales of wine and liquor (but not beer) to be consumed off-premises. “Only one licence is allowed per person (corporation, partnership, etc).”
- Nightclub/cabaret premises

Liquor permits are also time limited and must be renewed every 2 years. The 500 foot rule (see below) does not apply to licence renewals, however some Community Boards in Manhattan have had
success in preventing licences from being renewed, usually when there is a demonstrated poor compliance by the premises.

In 1993, the ABC Law was amended to introduce the “200 foot” and “500 foot” rules. The 200 foot rule prohibits on and off premises liquor retail outlets being opened within 200 feet of a “...school, church, synagogue or other place of worship”.\textsuperscript{x} The 500 foot rule prohibits new on-premises licences being issued within a 500ft radius of three or more existing such licences. The 500 foot rule has three key exceptions:

- Grandfather clause (which permits existing premises and the transferral of licences between existing)
- Renewal clause (which permits the transferral or renewal of licence)
- Public interest clause – (which permits a license to be granted if it would be in the “public interest”. Up until 2006 this included SLA interpretations such as “increasing the tax base” “improving the neighbourhood” and “providing employment”\textsuperscript{xii}. Venues that have a 600+ person capacity and permit musical entertainment (ie: large nightclubs) are not able to use a public interest exemption).

Reportedly, since 2006 there has been a tougher application of licensing policies, following high profile deaths related to licensed premises. This resulted in a 4 month moratorium on full, on-premises liquor licences and the creation of a Taskforce for the Review of On-Premises Licensure. As a result, Community Boards now provide advice regarding licensing decisions. Community Boards are composed of residents, and are a liaison point for government agencies, elected officials and neighbourhoods. All applicants must appear before a Community Board, prior to applying for a liquor licence from the SLA, who then considers whether to include the Community Board recommendations as conditions on the liquor licence application. In some areas such as Community Board 2 and 3, any new licence application would be subject to the 500 foot rule as there are already so many licensed premises in these areas.

A voluntary guideline booklet "\textit{NYPD and Nightlife Association Announce “Best Practices”} was launched in 2007, and includes a 58-point security plan, with measures including cameras outside of nightclub bathrooms, a trained security guard for every 75 patrons and weapons searches for all patrons.

2.2 Planning controls

Land use zoning across New York City permits specific trading hours according to the specific location. There are no specific land uses to identify night time economy premises. Licensed premises with a capacity over 75 persons require a Department of Consumer Affairs approval and a Certificate of Assembly (for fire safety compliance) from the NYC Council. Food establishments require permits from the NYC Department of Health. The NYC Department of Consumer Affairs issues footway dining and drinking permits should the venue seek outdoor seating.

2.3 Economic diversity

The night time economy in New York generates an estimated $10 billion per year, with an estimated 65 million people visit New York City bars and clubs each year, making the night time economy one of the most important facets to New York City life.\textsuperscript{xii}.

Growth in the New York night time economy (NTE) has been enabled through deregulated liquor licensing and through urban regeneration. According to Ocejo (2009), this has facilitated dense concentrations of licensed venues with the associated impacts on public amenity\textsuperscript{xii}. Additionally, in areas undergoing renewal, the rapid growth of the NTE has led to an increase in rents and a reduction of small grocery stores, butchers and other neighborhood retailers, generating street frontages which are truly active only at night. This is marked in the Lower East Side. Members of Community Board 2 (covering the Bowery, SoHo and the Meatpacking District) have also noted the this shift; stating that “Most of these establishments are in manufacturing/artist live-work areas, driving up the cost of small manufacturing/repair spaces, increasing Board of Standard and Appeals variances for other uses, and effectively driving out small businesses that have been the mainstay of economics within the district\textsuperscript{xiv}. 
Other areas of the city, such as Times Square, mid-town, Harlem and the Upper East Side have a much more active and diverse evening economy, accommodating a variety of non-alcohol retail and cultural options. The emergence of Business Improvement Districts (BIDs) has added additional resources to improving economic diversity. The Times Square Alliance BID has been highly active in improving the look, feel and cultural offering in Times Square (see case study at Appendix B).

Commercial rent control is proposed every five years, but has never been endorsed by the City of New York. This type of measure would improve affordability, enabling a greater diversity of commercial uses to operate, rather than licensed premises.

2.4 Compliance and regulation
The New York SLA is responsible for 70,000 liquor licences across the state. Around 30,000 are located in Zone 1 which includes New York, Bronx, Queens, Kings, Nassau, Richmond, Suffolk and Westchester. The SLA has only 7 inspectors for compliance and enforcement activity in Zone 1. As a result, the SLA relies on police to enforce the conditions on liquor licences. In Zone 1, regulation is apparently stronger in Manhattan rather than in outer boroughs of New York (ie: Queens).

If a premises fails compliance with ABC Laws (ie: re: service to underage drinkers) three times, this leads to civil enforcement and a hearing with a judge, with strict criteria placed on the licence.

Via the 311 complaints system, residents can report any complaint, and those that relate to licensed premises can be broken down re: noise. These datasets have been collected since 2003. The approach to enforcing noise complaints is to educate premises first, then penalise.

2.5 Precinct Management
Pedestrian congestion, especially at night is a problem in many areas in New York. The City of New York have trialled street many closures ie: in SoHo (Prince and Spring Street) and Chelsea (27 and 28th Streets West). Traffic congestion is also an issue, especially in SoHo, Chelsea and the Meatpacking District with taxi noise, cruising private vehicles and limousines double parking. Levels of alcohol-related assaults however are relatively low in Manhattan.

Transport runs 24/7, with the subway running throughout the night. New York was the only city visited where no one complained about the scarcity of late night transport.
A case study at Appendix B provides more detailed information about precinct management at Times Square.

3. LONDON / CARDIFF, UNITED KINGDOM

<table>
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<tr>
<th>Snapshot</th>
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<tbody>
<tr>
<td>• Legal age of alcohol purchase is 18 years.</td>
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<tr>
<td>• Population of greater London is 7.7 million.</td>
</tr>
<tr>
<td>• Population of Cardiff is 330,000, with 75,000 workers per day</td>
</tr>
<tr>
<td>• Around 3,500 licensed premises in City of Westminster, with the majority being restaurants.</td>
</tr>
<tr>
<td>• Around 1,600 licensed premises in Camden, with 400 pubs, 300-400 off-licences, 20 clubs and the rest being restaurants.</td>
</tr>
<tr>
<td>• Around 1490 licensed premises in Cardiff.</td>
</tr>
<tr>
<td>• Trading hours vary, with the latest trading being 3-3.30am (Westminster) but a few have 6am trading, from the 1990s and 4-5am (Camden Town).</td>
</tr>
<tr>
<td>• The Licensing Act permits “Saturations Zones” to be established via a local authority licensing policy to restrict further growth in licensed premises numbers.</td>
</tr>
<tr>
<td>• Key late night precincts include: Westminster - West End (including Paddington, Charring Cross, Marylebone, West End Central and Belgravia), Camden (including Camden Town and 9 Dials) and Cardiff (including Mary Street’s bars and nightclub in the city centre and Rotho Road’s restaurants).</td>
</tr>
<tr>
<td>• Cardiff has a significant concentration of late trading venues in the city centre in one square mile, containing a capacity of 90,000 patrons.</td>
</tr>
<tr>
<td>• Westminster Police estimate alcohol to be the chief factor in 70-80% of crime.</td>
</tr>
</tbody>
</table>
3.1 Legislation
The sale of alcohol in the United Kingdom (England and Wales) is governed by the Licensing Act 2003 ("the Act"), which was introduced in August 2005. The key objectives of the Act are:

- The prevention of crime and disorder;
- Public safety;
- The prevention of public nuisance; and
- The protection of children from harm.

Under the Act, “licensable activities” include: the retail sale of alcohol, the supply of alcohol in clubs, the provision of late night refreshment (ie: take away food after 11pm), and the provision of regulated entertainment (includes plays, films, sport, playing of live or recorded music, dance and any other type of entertainment).

Licenses (with the exception of temporary event notices) are of an unlimited duration. All premises with “licensable activities” must obtain a Premises Licence. In addition, the person managing the premises must obtain a Personal Licence and a Designated Premises Supervisor must be named on the licence.

The local authority (usually a district or borough council) is responsible for the implementation of the Act. Each local authority must prepare a Licensing Policy every three years to outline its response to alcohol provision and impacts within its local area. The Licensing Policy can establish cumulative impact policies or “saturation zones”, where no new licenses are permitted. Under British law, the license applicant has the right of appeal. Both the City of Westminster and Camden Borough Council have Licensing policies containing saturation zones. These were under review at the time of the visit, but the existing saturation zones are based on outlet density, crime data, and domestic violence statistics.

Under the new devolved licensing regime, local government is the licensing authority. Within the City of Westminster, a Licensing Sub Committee hears liquor licences applications and has the full power to grant or not grant a liquor license (in other council’s this may be called a licensing “review”). The subcommittee members include 3 councilors (one of whom is the chair), one council legal representative, the council’s licensing policy officer and one council secretary. New premises and those requesting increases in patron numbers, capacity or trading hours require a formal hearing at the licensing subcommittee. Once the license application is introduced at subcommittee, the applicants make a statement about their application, police make a statement and council environmental health staff provides a statement. Residents and other interested parties are then able to make statements regarding the application, and are able to ask questions directly of the applicants. In assessing the license application, Council officers prepare a comprehensive report, inspect the premises to determine maximum patron capacity and note a range of factors including proximity and type of existing licensed premises, residential and other sensitive premise types.

All liquor license applicants need to prepare an operating schedule for the premises which including trading hours and how the four licensing objectives are met. If there are no objections to the operating schedule, the licensing authority can approve the application, and the details of the operation schedule become conditions on the license. There is a right of appeal to the Magistrates’ Court against the decision of the Licensing Sub-Committee by any party to the original hearing. Those premises seeking only a minor variation, and who agree to the conditions imposed on their license are not required to go to through a “review” / formal licensing sub-committee process.

Police noted their concern about the capacity for nightclubs to apply for “temporary event notices” at a cost of 21 pounds.

Debate continues in the UK media and policy circles regarding a minimum price on alcohol products. With the change in government during the time of my visit it’s difficult to say where this may now lead.

Alcohol consumption was banned on the Tube and buses across London in 2008 and it is an offence to be drunk in a public place.
3.2 Planning controls
Local authorities also use planning controls to manage the location and mix of land uses in the night time economy. A3 uses in the UK refer to restaurants, bars, cafes, clubs and hot take away food premises. According to Montgomery (2007), “...these categories are too broad in that planning permission for a restaurant or cafe can easily ‘convert’ to a fast food outlet or pub without any need for further approval”\(^{xv}\). Development consent is required prior to the lodgement of a liquor licence application. Table and chair licences are issued by the local authority and are required to use the public footway. These are renewed annually by the local authority.

3.3 Economic diversity
The Heart of London Business Improvement District (BID) is the second BID in England, and is permitted under the *Local Government Act 2003* and *BID (England) Regulations*. BID activities are funded through a voluntary property owner levy of 1.4% of rateable property value, with a $50,000 cap in contributions. The Heart of London BID covers Piccadilly Circus and Leicester Square, central to London’s theatre and entertainment district. The night time economy is one of the economic drivers of the BID, and throughout the day and night the area attracts 2.1 million pedestrians per week, with the peak pedestrian period at 11pm (this was previously 1am). There are around 57 licensed premises in the BID area, mostly restaurants but including three casinos (with a recently opened casino 1400-1500 capacity, hotels and 8 clubs (with around 600-800 person capacity). The clubs reportedly attract large hen and stag parties.

The Borough of Camden is considering future options such as tax exemptions for licensed premises that target families, to promote a greater diversity of offering in the night time economy.

Many art galleries (ie: Tate galleries), some retail and cultural institutions offer longer evening hours on weekends to attract a more diverse population into the night time economy.

National accreditation schemes, such as Purple flag, promotes standard for late night centres to attain, improving public amenity, safety and reputation of town centres.

3.4 Compliance and regulation
Inspections in Westminster are undertaken using a risk rated approach. This is based on the type of licence, trading hours, activities (ie: nightclub), confidence in management. Joint tasking with Council officers also occurs, and council officers also undertake inspections on premises compliance. Police can close a premise if there is evidence of drug dealing or other serious activity.

The Borough of Camden undertakes fortnightly joint-tasking with police, fire brigade and council noise and licensing staff to target problematic licensed premises. These are generally selected according to the level of violent crime and the overall volume of crime on premises. Both Westminster and Camden reported issues with late night refreshment venues (ie: kebab and burger shops), as they keep people lingering in the area later than necessary.

Cardiff police and council use the Traffic Light System, a penalty and incentive system for licensed premises compliance management, with monthly reporting based on the scale of the venue. Accident and emergency data is also incorporated into assessments of premises performance. Positive points are rewarded to venues, an example of which was premises security that caught and detained a drug dealer operating in the premises, and waited for police to arrive. Police and council describe the relationship with venues as very positive. Cardiff Police have 5 licensing staff and a lead officer, and they work in closely with Cardiff County Council’s Night Time Economy Manager. Plastic glassware is conditioned onto every liquor licence, and is required to be used in every venue in Cardiff between 11pm-3am. As a result “glassings” have reduced by 23% in the first year of introduction, 2005.

Premises with breeches of conditions can be bought before a “review” of their license, by police, health & safety or noise units (but not by licensing authorities). The evidence required for the subcommittee or license review is not of a criminal standard, but if the applicant appeals, then criminal standard evidence is collected. During the review, the licence conditions may be modified, a licensable activity may be removed, the “designated premises supervisor” may be removed or changed, or the licence may be suspended for up to 3 months. Expedited reviews can be initiated if there is a serious crime such as drug crime, a stabbing or guns on premises. This can result in a closure for 48 hours until the hearing at review.
3.5 Precinct Management
Taxis are relatively plentiful throughout the night, as are licensed mini cabs which can be booked. Night buses are also available once the tube finishes operating at 12am, with some services operating 24 hours. Marshalled taxi ranks operate to assist patrons to get home. All councils promote transport options for getting home late at night. Some agencies reported that the availability late night transport remains an issue.

The Borough of Camden coordinates the Camden Town Operational Group, comprising of licensing staff, street wardens, police, community safety staff, housing officers, transport, BID representatives, forward planning (safer by design) and anti-social behaviour officers. This group meets monthly and coordinates on site specific issues affecting the functionality of the borough.

The City of Westminster cleansing crews and machines are rolled out at 4am, this includes deodorising of public spaces. Westminster deploys 12 portable pissoirs into the West End on Friday and Saturday nights, and also has two permanent and two hydraulic "pop up" pissoirs in the West End. All security door supervisors in the West End wear high visibility vests to improve visibility of the security presence. Police and council wardens and inspectors also wear high visibility vests. There are two alcohol liaison officers are based in key Westminster accident and emergency departments and they assess whether the injury is alcohol related. This is added into data, and results in referral onto staff for treatment / support options.

Cardiff’s “Cardiff After Dark” program ensures that additional police are rostered on Friday and Saturday nights. All nightclub security and taxi marshals are linked via a shared radio frequency and are linked into the CCTV control room. Two teams of street pastors patrol the streets of Cardiff on Friday and Saturday nights, they are also linked by radio and to the CCTV control room. The Cardiff Licensees Forum meets every 2-3 months, with 70-75 of the 150 venues attending. At meetings Millennium Stadium provides information about upcoming matches as well as customer profiles. The size and type of users of the stadium has a direct impact on Cardiff city centre as people spill out into the city centre looking for places to drink. “First Class Awards” are given to licensed premises with no crime and disorder, based on whether they are a large, medium or small premises.

Smoking bans since coming into effect have not been such a big issue, as some councils, such as Westminster have opted to establish designated smoking areas (DOSAs) in front of buildings – each building generally have a two foot building line. Additionally, due to the relatively small resident population in Westminster, there are fewer complaints about smoking in public. Camden by contrast has noticed an impact from the banning of smoking inside licensed venues, related to noise especially in the summer months.

4. MANCHESTER, UNITED KINGDOM

<table>
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<th>Snapshot</th>
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<tbody>
<tr>
<td>• Population of Manchester city is 464,200.</td>
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<tr>
<td>• Manchester contains around 550 licensed venues in the city centre.</td>
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<td>• There are a few 24 hour trading licensed premises, but these are not necessarily viable and usually close 5-7am.</td>
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<tr>
<td>• There are currently no saturation zones in Manchester, but will be considering in the review of the Licensing Policy.</td>
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<tr>
<td>• Key late night precincts include: Canal Street (gay area with nightclubs and day clubs, trading until 7am on Sat/Sun), Northern Quarter (arts based, large new residential development with mix of bars and restaurants), and the Village and Printworks (high volume of visitors to bars and restaurants, with problems in getting people home at 1-2am and 3-4.30am).</td>
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<tr>
<td>• Key issues with pedestrian bunching and volumes (ie: 45,000 per night in Printworks area, 18-20,000 at the Manchester Arena), transport access, and antisocial behaviour and alcohol related violence.</td>
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</table>
4.1 Compliance and regulation
City of Manchester staff apply a coding of licensed premises to direct compliance activity. This includes grading premises based on number and type of incidents in the premises 6 and 12 months. For severe incidents on premises (ie: glassing), conditions on the licence would be applied (ie: use of polycarbonate glass). Joint operations between police and council are undertaken with a target of 20 premises per quarter. Problematic premises are targeted and special operations are held to target underage drinking.

Council has a “night team” of two compliance officers who respond to all complaints regarding licensed premises. Additionally, there is a 24 hour complaint line. The Greater Manchester Police have a five week shift pattern, with Friday and Saturday night operations, and specialised operations for the football around Sports City near the Manchester Stadium. New liquor licence applications are reviewed weekly in meetings between City of Manchester, Police, fire safety, child protection, trading standards and compliance staff.

Proactive joint actions undertaken by the licensing authority, police, Environmental Health, Trading Standards, Manchester Crime and Disorder Reduction Partnership, Cityco, Manchester Drugs and Alcohol Strategy Team, National Health Service (NHS), Manchester Safeguarding Children Board (MSCB) and Greater Manchester Fire and Rescue Service include:

- Joint-agency enforcement exercises
- Pro-active monitoring of licensed premises
- Test purchase operations
- Weekly multi-agency meetings
- The establishment of Designated Public Place Orders where alcohol may not be consumed publicly following a direction from a police officer.
- Best Bar None
- Publication and distribution of the Responsible Alcohol Service guide
- Conducting training in responsible alcohol service and conflict management
- Taxi Marshals scheme
- Publication of the Get Home Safe guide for access to public transport
- Integrated CCTV network throughout the city centre
- Attendance and participation in local and community meetings and workshops

4.2 Precinct Management
Greater Manchester Police are currently piloting a Drink Banning Order (where a person can be banned from licensed premises and an area for a period of two years for a serious crime). CCTV works in with this Order by using facial recognition software, which generates a letter to the person identified, providing an “offer of assistance” for their behaviour.

The local Pub and Club Network holds monthly meetings. At those meetings, there is an “Anonymous Issue Box” where premises can submit questions anonymously for police or council officers to answer from the floor of the meeting. Security use radio linking to communicate between venues, using “night net” radio linking, and venues are currently investigating the use of high visibility vests for security staff.

Street cleansing operations in Manchester are timed to commence with the closing of venues, with cleansing acting as a means of getting people to leave the area, as is the case in London, Edinburgh and Amsterdam.

At the time of the visit Manchester was preparing for “live site” screenings of World Cup matches, accommodating up to 18,000 viewers. Preparations included a risk assessment, alcohol management plan, signage, training, security, crime prevention through environmental design and regular Safety Advisory Group meetings. The use of plastic glass and aluminium containers will be conditioned on licences during this period, and anything in a glass container will have to be decanted. Off licence premises may be required to not sell alcohol, as been the case during other special events.
5. EDINBURGH, SCOTLAND

<table>
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<tr>
<td>• Legal age of alcohol purchase is 18 years.</td>
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<tr>
<td>• Population of Edinburgh is 448,624.</td>
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<tr>
<td>• About 1900 licensed premises in Edinburgh, with 600 of these in the city centre.</td>
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<tr>
<td>• Latest trading licensed venue is 3-4am, with 12am closing for everything else.</td>
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<tr>
<td>• During the Edinburgh Festival, liquor licences are extended until 5am.</td>
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<tr>
<td>• Liquor permits are time limited and are renewed annually.</td>
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<tr>
<td>• Population is 500,000, with around 250,000 using the city centre each weekend.</td>
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<td>• The Edinburgh Festival attracts an additional 2 million people into the city.</td>
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<tr>
<td>• Key late night precincts include: Lothian Road, West End, New Town, George Street, Cowgate, Grassmarket</td>
</tr>
<tr>
<td>• Significant reduction in minor assaults due to coordinated approach between agencies.</td>
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5.1 Legislation
Liquor licensing in Scotland is governed by the Licensing (Scotland) Act 2005 (“the Act”). The Act has only recently come into effect in September 2009, following a transition period commencing in February 2008.

The local authority and police are responsible for enforcement, monitoring and regulation of the Act. Unlike the England and Wales the administration of the Act in Scotland is undertaken by 32 by Licensing Boards, comprising local councilors, and operating independently of the local authority. Licensing Forums have been created under the Act to ensure community involvement in licensing deliberations.

The key objectives of the Act are:
• Preventing crime and disorder
• Securing public safety
• Preventing public nuisance
• Protecting and improving public health
• Protecting children from harm

There are two key types of licences under the Act, a premises licences and a personal licences (personal license holders must complete training to obtain a license, and must also provide a minimum of two hours training to all bar staff employed). The new Act attempts to control the irresponsible sale of alcohol through curbs on price discounting and other promotions, and at the time of the visit the Scottish parliament was looking at minimum pricing for alcohol as a means to manage excess alcohol consumption. As is the case in England and Wales, local authorities under the Act are required to prepare a Licensing Policy every three years.

The patron capacity is recorded on the liquor license, usually in the operating plan. Additionally, if the venue intends having entertainment, then this must be included on the liquor license, otherwise the venue is not permitted to have entertainment. Unlike Wales and England, take away hot food venues are not covered under the Act, but under the Civic Government Act.

5.2 Planning controls
There is a close proximity of residential and licensed premises in the city centre, due to the historical development of this area (ie: apartments sit directly above businesses, which include license premises).

Licensed premises in Scotland are governed by the Act and the Town and Country Planning (Use Classes) (Scotland) Order 1997 (“the Order”). Development consent should be obtained prior to the liquor licence being issued. The Order distinguishes between a public house and other food and drink uses. Licensed premises in Edinburgh are subject to planning controls which guide the location of public houses, beer gardens, wine bars, licensed hotels, and entertainment venues. Planning policies (eg: Edinburgh City’s Local Plan) have the capacity declare that an area is at “saturation” with licensed premises or is an “area of sensitivity”. Since 2002, Grassmarket and Cowgate has been
zoned in this manner and no new liquor licences or take away food venues are permitted in this area. These zones would also be reflected in the Licensing Policy prepared by the local authority. Police and Council officers noted that some other areas are “almost at capacity” with licensed premises.

Outdoor dining permits are issued by the council / local authority and these are issued for a one year period only, at a cost of 350 pounds.

5.3 Compliance and regulation
The Act enables the creation of new Licensing Standards Officers (LSOs) who are responsible for compliance, venue mediation and to provide information on legislative responsibilities to licensees. These roles sit with the local authority, and have the power to serve notice on non-compliant premises. At City of Edinburgh there are 8 LSOs, funded through the revenue collected from licensing fees. The LSOs undergo training including “streetwise” skills, and work in pairs to undertake routine compliance activities as well as special operations (eg: the “Disco Run”, a joint police, LSO and fire brigade operation targeting nightclubs). The LSOs also work in with the 6 Environmental Health Officers, who respond to the 10,000 noise complaints every year in Edinburgh, and also undertake regular night time inspections of licensed premises.

Police are also able to enforce the conditions on the liquor licence (including noise in the street), and operate the Edinburgh Licensing Standard Enforcement (ELSE) team. This involves weekly taskings, and joint operations and coordination with LSOs, with information about taskings and issues provided to Neighbourhood Coordinators at City of Edinburgh, ensuring a “joined up” approach to compliance actions.

Extra coordination is undertaken during key times, such as the Edinburgh Festival and Fringe Festival. Additionally, the Winter Festival attracts large numbers of underage people from across Scotland into the city centre. Police and LSOs undertake targeted action to address underage drinking during this period. Under 18 events are held in local nightclubs called “club zone”, usually attended by 13-14 year olds. These are closely monitored by LSOs and youth agencies. Young people are breathalysed prior to being admitted into the premises.

5.4 Precinct Management
The Edinburgh Community Safety Partnership oversees the Edinburgh Violence Reduction Programme 2008-2013 (“the programme”). The partnership meets every 2-3 months to monitor progress. The programme has three strands, one of which is tackling alcohol related violence and the night time economy and this includes:

- Potable pissoirs are used in several key sites in the city to address public urination. Currently considering a campaign to address public urination.
- Dispersal – There are 4 dispersal zones, with each having transport marshals, taxi ranks and late night bus services, which operate after the last train leaves for Glasgow at 11.30pm. These are located at Lothian Road, George Street, the Onley Centre and outside the Radisson Hotel in the old town. With venues closing between 3am-4am, around 15,000 people are managed into awaiting transport. This is done by police and transport marshals using a friendly, good humoured approach. An excellent map containing key transport sites is produced by the City of Edinburgh. This is one of the best night time transport resources seen on the trip.
- Street cleansing commences after 4am, and by 5am the streets are clean and empty of night time patrons and ready for city workers who start entering the city by 7am.
- Night time Environmental Wardens are employed by the City of Edinburgh to assist with dispersal of patrons to key transport exit points, enforce outdoor table and chair provisions, monitor litter levels, act as the “eyes and ears” of the city and provide a visible street presence. Along with police and security, these staff wear high visibility reflective vests. The wardens start patrols at 8pm and are tasked to hotspot areas.
- Edinburgh has also trialled the use of 6 foot ferrous guard poles to detect ferrous metal, as used in knives and guns, and uses the 120-130 CCTV cameras across the city linked to the council operated CCTV control room.

Key periods in the city centre for focus are the early evening (6-8pm), mid evening (9pm-1am) and late night (2am-4am). Coordination in the Edinburgh city centre is well run, with monthly meetings
between community safety, housing and environmental wardens, as well as weekly meetings with police to monitor key crime issues and public order issues including: young people and underage drinking, dispersal from football clubs and outdoor dining (50% of which is located in the city centre). Additionally, at 11.30pm a formal briefing on Friday / Saturday nights is held by City Police with British Transport, Council / LSOs and CCTV control room operators. Since these range of measures have been in effect, the level of minor assaults have reduced by half.

6. PARIS, FRANCE

<table>
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<tbody>
<tr>
<td>• Legal age of alcohol purchase is 16 years (beer or wine) or 18 (distilled alcohol)</td>
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<tr>
<td>• Population of greater Paris is 2.2 million.</td>
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<tr>
<td>• There are an estimated 10,000 type 4 licences in Paris.</td>
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<tr>
<td>• There are an estimated 15,000 type 1-3 licences in Paris.</td>
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<tr>
<td>• Most venues (restaurants and bars) close at 2am and can re-open at 5am.</td>
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<tr>
<td>• A specific licence is required for nightclub which can be open until 7am.</td>
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<tr>
<td>• Have a form of “cluster control. In that in a “protected area” which is determined in the national legislation, no new licences can be issued within 75m of an existing licensed premise, hospital, church</td>
</tr>
<tr>
<td>• Key late night precincts include: Champs Elysees, Bastille, Latin Quarter, Montparnasse, Opera, Place de Clichy/Pigalle</td>
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</table>

6.1 Legislation

Liquor licensing in France is governed by the Code de La Sante Publique (“the Code”). In Paris, the issuing of liquor licences is overseen by the Prefecture de Police. This is unique in France and relates to the size of the City of Paris. The Prefecture de Police covers 30,000 police and fire brigade officers as well as accident and emergency officers. Liquor licensing is located within the “transport and Public Protection” section, and has 20 staff allocated to the review and assessment of liquor licenses.

There are four key types of licences issued:

- Category 1 - premises without alcohol (ie: mineral or carbonated waters, unfermented fruit and vegetable juices, or ones in which the level of alcohol is less than 1.2˚, lemonade, cordials, milk and hot beverages (tea, coffee, hot chocolate, herbal teas, etc.).
- Category 2 - premises serving alcohol (ie: fermented but not distilled beverages such as wine, beer, cider, perry, mead, sweet fortified wines) and all category 1 products.
- Category 3 - premises serving alcohol < 18 proof (ie: fortified wines, fruit liqueurs) and all category 1 and 2 products.
- Category 4 - premises serving all types of alcohol > 18 proof (ie: rums, tafia, and alcohols produced by the distillation of wines, ciders, perry or fruits) and all category 1, 2 & 3 products.

Specific licences are required for entertainment (ie: nightclub, music or cabaret venue), and these are obtained through the Ministry of Culture.

Licensees are required to study for certificate 4 licences to be able to apply for a liquor licence. This incorporates competencies in legislation, security, assessing intoxication and drug related issues. There is no responsible service of alcohol training required of bar staff, but the owner is deemed to be accountable for service to intoxicated patrons.

The latest trading hours for most licensed premises (ie: restaurants or bar) is 2am, and they are able to re-open at 5am. Extended trading is possible, but this is dependent on proximity of residential premises, violence and crime levels, compliance with building and fire safety requirements and the agreement of arrondiesment police. If extended trading is sought in an area with existing late trading venue, then the application is more likely to be supported. Outdoor dining or “terraces” is permitted until 2am.
New national legislation passed in December 2009 for nightclubs, enables trading until 7am, with cessation of alcohol service 1.5 hours prior to closing. Licences are time limited for nightclubs, and can be issued as a 3 month, 6 month, 1 year or 2 year (maximum) licence. There are only about 100 large nightclubs of this type in Paris. The rest are more like bars, of which there are 1000, and these permit dancing in a restricted space – of about 15 square metres, and can serve alcohol until 2am. These premises can stay open later, but only if they do not serve alcohol.

Under the Code de La Sante Publique, “protected areas” are defined and geographically determined, and within these areas, no new licence can be issued within 75 metres of a licensed premises of the same category, hospitals, stadiums, pools, sports grounds, houses of religion, cemeteries, public or private educational institutions, penitentiaries, barracks, OR within 100 metres of hospices, retirement homes, prevention clinics, public or private mental health establishments. Applicants can still apply for a liquor licence in these areas, but they are unlikely to be approved if near a school, but interestingly have a greater chance of approval if near other licensed premises. Using such provisions, in 2009 the Paris Prefecture de Police approved 400 new licences, but refused 100 new applications.

6.2 Economic diversity
Diversity of night time options is excellent in some parts of the city. The Champs Elysees is a positive example of extended retail and non-alcohol options working will alongside outdoor dining licensed restaurants, safes and bars. This diversity of attractors ensured a diverse flow of visitors into the area, with families and children, older people, ethnically diverse groups all mixing well around midnight.

6.3 Compliance and regulation
For poorly managed premises there are two key compliance routes which are pursued.

- Serious incidents (ie: death on premises) - The Prefecture de Police can close the venue within a week of the incident for a minimum of 9 days and a maximum of 6 months. How well the venue responds to resolving the issues which led to the incident, and the extent to which they are responsible for that type of incident affects whether the initial length of closure, and whether the closure will be extended.
- Normal incidents (ie: drugs on premises) - The Prefecture de Police generally resolves these issues within 2-3 months of identification. The first step involves writing to the owner who is given 8 days to explain their case and how they intend to rectify the issue. If the owner fails to rectify the issue, then the Prefecture de Police can close the venue for a maximum period of 6 months with a possible extension for one year, pending Ministry of the Intérieur intervention (in the case of drugs on premises).

6.4 Precinct Management
The Marais de Paris (council) produces an excellent online and hard copy resource, which is a map of Nightlife in Paris. This contains integrated transport information with key nightlife venues by arrondisments across the city. This is the only city visited which produces a resource of this nature, integrating venue information with how to get around the city and back home at night. The metro ends at 12am, and night buses replace key metro routes. These are depicted on the Paris nightlife map, as well as clearly sign posted on the street. A new position has been created for the Marais de Paris - Coordinator Night Time Economy. The role will be coordinating a multi-stakeholder forum in November 2010.

The Prefecture de Police introduced a ban on public alcohol consumption in key public space in Paris, including in front of the Eifel Tower and the Champs Elyse in response to previous issues with public drinking in these locations.

Marais de Paris, Police and nightclub industry commenced working on nightclub and drug related issues in 2007. This has included training for venue management, bar staff and security, as well as education materials and events aimed at nightclub patrons. Marais de Paris has also developed a range of resources about binge drinking, including a short film competition which attracted 100 entrants on binge drinking with a “horror” theme.
7. AMSTERDAM, THE NETHERLANDS

**Snapshot**
- **Legal age of alcohol purchase**: is 16 years, recent news reports indicate that there has been a 50% increase in the number of children hospitalised with alcohol poisoning in a year, with Dutch youth now reportedly drinking ore than UK youth, resulting in a growing “moral panic” about Dutch youth binge drinking.
- **Population of Amsterdam**: is 756,347, of which 81,000 people live in the city centre.
- **Amsterdam has an average of one pub per 141 citizens**. (2009:Ch.5)
- There are 35 discoteques / 1215 bars / 234 coffee shops in Amsterdam, and there is evidence to suggest that the number of bars alone have “...risen by more than 40% over the last 25 years.”
- The latest trading venues close at 5am.
- **Key late night areas**: are the Red Light District (277 bars/clubs), Leidseplein (around 150 bars/clubs) and Rembrandtplein (350 licensed premises / 3 large discoteques, 10 nightclubs).
- There are an estimated 1500 incidents of violence in Leidseplein and Rembrandtplein annually, and police have noted a significant growth in serious assaults in these areas over the past several years.

7.1 Legislation
Liquor licensing in the Netherlands in governed by the *Alcohol and Licensing Catering Act* 1964 (and amendments), with the liquor licence issued by the Food Authority.

Applications to council for a licence to serve alcohol. If the application is for a night venue, the applicant also requires a safety plan describing what the venue does regarding the safety of its patrons, intoxication, fire safety, metal detectors, discriminatory door policies etc. The police also provide comment on the safety plan. Following police assessment the permit can be issued. Liquor permits are time limited, and are issued for one year at a time. Police are also responsible for monitoring and issuing security licences.

There are around 30 different types of licensed premises in the Netherlands, with variations in terms of the type of activity (ie: nightclub), trading hours and so on. Some of the key types of licence categories include:
- Brown cafes – pubs / bars
- Grande cafes – restaurants
- Coffee shops – cannabis sale and smoking on premises
- Nightclubs

Trading hours are dependent on the type of venue. Day businesses operate 7am-1am, and until 3am on Friday & Saturdays. Evening businesses operate 9am-3am, and until 4am on Friday and Saturday. Coffee shops are only permitted to trade until 1am and cannot sell alcohol, whilst nightclubs trade until 4am Sunday to Thursday and 5am Friday and Saturdays. Additionally, nightclubs can stay open after their official closing hour of 4am / 5am on Friday and Saturday, but no alcohol sales are permitted after this time. Five times a year, premises are able to trade almost 24 hours.

7.2 Planning Policy
Amsterdam has areas of highly concentrated night time activity with very low levels of residential uses. These include the Rembrandtplein and the Leidseplein. Rembrandtplein for example has around 350 licensed premises with specific gay and lesbian bars, Moroccan bars and fashion bars and major nightclubs. The area attracts between 8-10,000 visitors, but only 800 residents live in the precinct.

All buildings in Amsterdam are zoned according to their use. In this sense, the liquor licence is on the actual building. In some areas (such as the Rembrandtplein), almost every building has a liquor licence. This policy serves to restrict further growth of licensed premises numbers in areas which already have significant outlet densities, effectively capping existing licensed premises numbers. This policy however restricts the expansion of cafes / bars into neighbourhood areas, as land use planning...
would not permit it. Notably, the new Deputy Mayor has announced that he would like to see further growth in the night time economy in Amsterdam to boost overall economic outcomes for the city, but this appears to be at odds to the views of the Mayor and many who service the night time economy.

Those premises that are part of the night time economy are encompassed by the following land use classifications:

- Restaurants, cafes and bars serving food
- Grand cafes and bars
- Nightclubs / discos
- Fast food

7.3 Compliance and regulation

Whilst council can and does enforce the liquor licence, Horeca Interventieteam (HIT) is the national body with overall responsibility for checking compliance and has the authority to close licensed premises (Calster et al, 2009:107). HIT is responsible for “…labour inspecting, taxation, food and good standards, and the investigation of social security fraud…scans businesses for taxi evasions and illegal labour”xxviii. One of the key problems is that the national body has only two enforcement officers to do this work. Thus, the job is often devolved to local government and police. Nonetheless HIT supplements police resourcing and are important in the night time economy as it’s estimated that around 75% of all properties owned in Amsterdam have some link to organised crime xxix.

Police don’t generally focus on compliance in licensed premises, advising that the owner is responsible for inside the premises, not police. Venues can be closed for one month if they have significant issues with onsite drug use and dealing, a death or guns and other weapons. Other less serious issues are addressed via a 5 stage process initiated by police:

- Letter to venue outlining problem (ie: open past approve trading hours)
- Formal notification letter (if venue fails to rectify problem)
- Venue is required to close 1 hour early for 1 week.
- Venue required to close 1 hour early for 2 weeks.
- Venue is closed completely.

7.4 Precinct Management

For broader city coordination, Amsterdam has a Triangle Committee, comprised of local government, administrative policing and the Public Prosecutions Department. As noted by van der Leun et al (2009: 107) this committee develops local crime policies suitable to the local context in 14 city subdistrictsxxx. Within city subdistricts, there are police neighbourhood coordinators “Buurtregie”, who bring local parties together and coordinate responses to crime. The focus of the Buurtregies for Leidseplein and Rembrandtplein was on the night time economy and resolving issues related to the impacts from these areas, which are densely populated with late trading bars and nightclubs.

The recent redesign and landscaping has improved the look and functioning of the Rembrandtplein and Police interviewed hope that the proposed upgrade to Leidseplein will also deliver improved crime and public safety outcomes. This will include a 4000 bicycle underground parking station and pedestrianisation of some areas. Police highlighted the need for improved bike parking, as bikes are crowding out pedestrians in these two areas, and the bike congestion was very evident at 1am, especially in the Rembrandtplein. The 32 CCTV cameras across the Leidseplein and Rembrandtplein also assist in the monitoring of these late night areas, with vision able to be transferred by council officers to the police. Additionally, the relatively low residential population in these two late night areas means that there are relatively low levels of complaint about noise and other amenity impacts.

To address the issue of public urination, there are 32 plastic pissoirs across the city, costing City Hall 500,000 euro annually. These are installed on Friday and removed on Sunday. Over time these portable toilets will be replaced by permanent hydraulic pop up pissoirs, one of which is already installed in the Rembrandtplein outside the Escape nightclub. A 90 euro fine applies for urinating in public.

Trams in Amsterdam finish at 1am, with night buses operating after that time. Taxis in Leidseplein remain an issue with illegal fare touting. In response, 4 bouncers now staff a taxi rank in this late
night area. Police report that this is improving the situation, but late night transportation remains an issue in precinct dispersal.

One of the most unique methods to improve precinct dispersal is the innovative use of lighting by Council and Police. Police Buurtregie are able to SMS City Hall and get street lighting wattage increased by 100% at 5am, when the latest premises close. At that time, council cleansing crews starting cleaning late night areas and police remain in the area to monitor work with them to “push” people out of the area.

To coordinate closely with venues and door security, police at Rembrandtplein keep a database of all security staff in their area with mobile contact numbers, and all security wear the same colour uniforms and a high visibility vest (with a silver “V”) to unify the security presence in this precinct. Additionally, Amsterdam Council coordinates regular meetings with bar owners and police in the Leidseplein and Rembrandtplein. The Leidseplein contains smaller venues, which are more difficult to engage. All venues in these areas are not permitted to allow pub crawls, however this remains an ongoing challenge for city officials.

Public drinking is addressed in a number of ways including alcohol free zones which are in effect in the Leidseplein, Red Light District and the Dam. Police also have powers to ban / remove people from the Rembrandtplein and Leidseplein between Thursday and Sunday nights. Additionally, venues in the Leidseplein and Rembrandtplein are not permitted to allow pub crawls, and this addresses the issue of large groups migrating through public spaces form venue to venue.

Late night food venues such as MacDonald’s and Febo (a Dutch chain) close at 4am, and premises are required to clean the streets after closing and during operation. These are often sites of conflict between rival groups and strategies to better manage the impacts of these premises are being monitored.

8. BERLIN, GERMANY

- **Snapshot**
  - Legal age of alcohol purchase is 16 years for wine and beer, 18 years for distilled beverages.
  - Population for greater Berlin is 3.4 million.
  - There is no “terminal” closing hour, but premises must shut from 5am-6am.
  - Around 300 clubs and most start trading at 12-1am, and not all are licensed. Many people in Berlin aren’t actually going out until 1am.
  - Key late night precincts include: Mitte (ie: Hackhesr Markt, Orienburger Strasse), Charlottenberg, Kreuzberg (small bars, restaurants, clubs, live music venues), Friedrichshain (pubs and small bars) and Prenzlauer Berg (small bars, restaurants, live music and clubs), Riversplein (open air clubs), Alexanderplatz (open air clubs, bars and fewer restaurants)

8.1 Legislation

A range of activities are actually licensed in Berlin including jewellery stores, pawn shops, fashion boutiques as well as premises selling liquor. Liquor licences are issued by the relevant local government via 12 local offices across Berlin, with local police and council officers (including building compliance, fire safety, and environmental protection sign off) involved in checking the applicant and proposed premises.

Licence permits can be issues to a natural person, partnership or corporate body. The applicant must demonstrate that they will not be a nuisance to adjacent residential and commercial uses, must receive police clearance, have proof of capital and a suitable premises, and must have proof of technical knowledge regarding running a licensed premises.

There are no specific licence categories. Live music venues require a special permit. A licence permit enables virtual 24/7 trading, with closing only required between 5-6am. Venues with outdoor seating must remove them by 10pm to reduce noise impacts.
8.2 Planning controls
Each of Berlin’s 12 boroughs has its own planning controls to manage land use diversity. Planning controls support mixed use zoning as well as some concentration of licensed premises along main streets (eg: Orienburger Strasse, Mitte). Generally though the character is mixed, and this may be assisted by the nature of Berlin, which has no dense city centre, leading to a greater dispersal and diversity within neighbourhoods\textsuperscript{xii}.

Many clubs and some bars started up in former industrial sites after the fall of the Berlin wall in 1989. Over the past 20 years many of these areas are gentrifying, attracting more intense residential development and potentially greater conflicts between night uses and residential uses.

8.3 Economic diversity
Significant work has been undertaken to establish Berlin as one of the key cultural capitals of Europe\textsuperscript{xiii}. Nightlife is a core component of Berlin’s cultural life.

At the time of visiting in June 2010, a new tourism campaign was released “Berlin: the place to be for clubbing”, which promotes Berlin as a nightlife destination. Advertising claiming that Berlin is a city where you don’t have to sleep was also produced. It will be interesting to see how this works for a city like Berlin, and whether it can produce economic growth and minimise the negative effects of nightlife.

The Berlin Music Commission works with clubs, live music and recording to develop Berlin as a music capital, and every day Berlin hosts an estimated 1000 cultural events. The green music program is Berlin is using concepts from Glastonbury and Rotterdam to deliver sustainable events, ie: in Rotterdam vibrations from dancer’s power lighting. The Club Commission was founded 10 years ago coordinates with 100 club owners across Berlin to improve practices, and to offer the best practices to other cities. Current focuses are around reducing energy consumption.

8.4 Compliance and regulation
Council and police undertake joint operations in licensed premises (checking noise levels and other licence conditions), and provide a high visibility presence during special events. Uniformed police are not generally very visible on streets or licensed premises in Germany, and the police I met with said that their motto was to “…avoid confrontation…” Resources have been allocated to crime prevention and outreach to reduce alcohol related crime, particularly amongst youth. Police said that this approach had significantly improved safety around Alexanderplatz in Mitte.

CONCLUSION
Global cities undertake a range of activities to manage their existing night time economies. Many of these actions have had significant impacts on levels of alcohol related crime. No initiative on its own appear to reduce crime levels, but rather it was a combination of measures working together which appeared to be most effective. Some of those measures include:

- Shorter trading hours. International and Australian evidence suggests a clear link between terminal trading hours and levels of alcohol related violence\textsuperscript{xiv}. Trading hours for licensed premises are determined via the respective licensing legislation. Many cities visited as part of the research promoted themselves as “the city that never sleeps” or a “24 hour city”, when this was not necessarily the case when it came to licensed premises. Those cities with earlier trading hours tended to have lower levels of alcohol related crime, however many factors indicate crime levels.

- Outlet density measures - saturation zones. Outlet density is strongly associated with increased levels of alcohol related violence\textsuperscript{xv}. Measures which assist cities to stop growth in certain areas appear to be effective. Policy makers, police and academics interviewed tended to supported a more dispersed (rather than concentrated) night time economy. The City of Westminster has had a visible effect on outlet density through the introduction of a saturation policy, and other cities, such as Paris and Vancouver have had success in increasing the dispersal of licensed premises via cluster controls. \textsuperscript{xvi}

- Precinct dispersal. The cities which recovered best from the night before were those with integrated late night transport, cleansing, policing, security, CCTV, lighting and infrastructure
precinct dispersal strategies. Edinburgh was particularly good at getting people home and the city clean after busy weekend nights, and Amsterdam has some particularly innovative approaches.

- Strong compliance and the willingness to enforce legislation were crucial in managing licensed premises in the night time economy. This required good coordination between key agencies, and once again Edinburgh demonstrated initiative by inviting council officers to police briefings on weekends.
- Improving the economic diversity and cultural offering is a long term goal for several of the cities visited. Most are however in very early stages, and currently support longer opening hours for public cultural institutions (ie: London’s Tate Galleries).
- An active and engaged industry. The UK industry body NOCTIS has taken leadership on dispersal policies for venues, and Bar Watch in Vancouver has improved the role of industry in reducing alcohol related violence on the streets near venues.
- Visible police presence. Cities with large numbers of visible police on the street at night (ie: New York), not only appeared to have lower crime levels, but also felt safer. As stated earlier however, there are many other factors to explain improve perceptions of safety and lower crime levels.

During the course of the research, there were several variables that were not part of the research focus which appeared to influence the level of crime and disorder at night. These included the colder climate, which encourages people to go home (or indoors to another venue) quickly; attitudes towards authority figures such as police (ie: police appear to be far more respected in Canada and the US) which enables more flexibility in policing methods; and drinking culture (ie: alcohol clearly occupied a less central place in New York, and whilst Parisians consumed alcohol, there appeared to be less associated disorder).

The following section outlines recommendations based on those factors that are most likely to reduce alcohol related crime and associated amenity impacts, are effective, are able to be transferred into an Australian context and which are possible given the current Australian political and policy environment.

RECOMMENDATIONS

The key recommendations from this research include:

Legislation
- Consideration of “late night levy” legislation applied to all premises operating after 12am to contribute to the cost of servicing a late night economy after 12am (as per Vancouver, New York City, London, etc).
- Consideration of a licensing permit system where renewal of liquor licences occurs after a three year period.
- Consideration of a new licence category - late night take away food premises, for those premises operating after 12am.
- Consideration of cluster control legislation within the Liquor Act for all licensed premises (including take away food venues) operating after midnight. This would include no new premises within 100m of an existing licensed premises, residential property, hospital, school, child care facility etc. The clustering provisions would also be applied to existing premises seeking to extend their trading hours beyond 12am.
- Consideration of cluster control provisions within the NSW Environmental Planning & Assessment Act to enable local government to develop localised cluster controls for land uses operating after 12am.
- Consideration of “Saturation Zone” provisions within the Liquor Act, where local governments would have the legislative capacity to veto new licensed premises (including takeaway food venues) in clearly defined areas. This may apply to all licensed premises OR potentially only those seeking to operate after 12am. This would also include consideration of issues such as patron migration.
- Consideration of special licence conditions applying to take away food venues operating after 12am, including: (a) a requirement to provide indoor seating and some limited, contained
outdoor seating where permissible, rather than solely providing “vertical eating”; and (b) a security guard if operating after 12am in late night precincts.

- Consideration of legislation relating to the use of Identity Scanners in licensed premises, with provisions referring to type of data to be collected, data storage and sharing, use of data, length that data can be stored etc (as per those used in the BarWatch program, Vancouver).
- Consideration of a new condition on all liquor licences, requiring detailing of the patron capacity, including a floor plan outlining seating, chairs etc. The premises must present this to an inspecting officer on request (patron capacities are recorded on licences in Vancouver and Scotland).
- Consideration of new condition on liquor licences; if a venue wants to have entertainment, then this must be recorded on the licence, otherwise no entertainment is permitted (as is the case in Scotland).
- Consideration of a new condition on licences operating after 12am where all premises are required to operate an ID scanner which is compatible with those used in premises within the late night precinct.
- Consideration of a new condition on liquor licences operating after 12am to have a dispersal policy, outlining how their patrons will get home safely, with minimum noise and with minimum impact on amenity (as per the UK).
- That minor function authority licences contain a new condition requiring the breathalysing of U/18 attendees, and that those with a positive alcohol reading are not permitted entry, and that the applicant demonstrates a plan on what they will do to ensure safety of young people not permitted entry to the event.
- Consideration of plastic glassware conditioned onto all late trading licensed premises (ie: after 1am).
- Consideration of an amendment to the NSW Liquor Amendment (Special Licence Conditions) Regulation 2009, to include the size of the premises in calculating assaults, as per the Cardiff “Traffic Light System”.

Planning controls and policy

- Consideration of an annual renewal of outdoor dining permits or consents as is the case in England (ie: Camden).
- Consideration of cluster controls in all three areas in local development control plans and State Environmental Planning Policies. The clustering provision should be 100m and would apply to all licensed premises (including take away food venues) operating after midnight. This would include no new premises within 100m of an existing licensed premises, residential property, hospital, school, child care facility etc. The clustering provisions would also be applied to existing premises seeking to extend their trading hours beyond 12am.
- Consideration of inclusion of a “Dispersal Policy” in the Plan of Management submitted by licensed premises, outlining how their patrons will leave the premises and get home safely, quietly and with minimal impact on amenity.
- Consideration of a premises wind down period, one hour before closing, with increase in lighting, decrease in music beats and volume, water on bar available for free, no alcohol service and a no new patrons admitted for the last 2 hours (as per Amsterdam).
- Permitting later trading for premises that don’t serve alcohol (as per New York)
- Annual renewal of outdoor dining permits (as per the UK).
- Acoustic requirements for new residential premises adjacent to late night areas, including double glazing of windows, to reduce noise impacts.
- New acoustic requirements for licensed premises, requiring double glazing on windows if adjacent to residential properties.

Compliance and regulation

- Consideration of a risk based management tool for licensed premises, which uses crime and accident and emergency data, and venue size to assess risk and to target venue compliance, as per the Cardiff “Traffic Light System”, Cardiff’s model also builds in an incentive where points are added for positive actions undertaken by security and bar staff.
- Consider options for Council licensing compliance officers, Rangers & CCTV operators to meet with local police on Friday nights regarding weekend taskings and key issues to be addressed in key late night precincts.
Precinct Management

- Consider integrated precinct dispersal plans to ensure cleansing, lighting and transportation are all coordinated to get people home efficiently – like Edinburgh, Manchester, London and Amsterdam.
- Consideration of an integrated night time city map, containing transport info, maps, nightlife destinations and emergency contacts (as per Paris and Amsterdam).
- Consider options for coordinated lighting wattage increase at time when most premises close.
- Consideration of a coordinated cleansing “sweep out” when most premises close, done by Council cleansing crews AND by venue staff in the immediate vicinity outside of their venue, cleansing as a dispersal tool (as per Manchester, London, Edinburgh and Amsterdam).
- Consider trial of portable pissoirs to help reduce public urination.
- In road closure areas, consider police welcoming people entering the area at the start of the night, and working with local security to manage crowds. Consider introducing early evening live bands to attract a more diverse and older crowd.
- Ensuring that all late night staff (City Rangers, Police, Security staff, Compliance officers) are dressed in similar reflective vests to improve visibility of an enforcement presence (as per London, Edinburgh etc).
- Investigate options for better education of residents regarding noise in late night areas of cities, for example, what to expect, when noise levels are too high, who to contact for specific types of noise. This could include provision of online “noise maps” of towns and cities, as currently exist in Scotland.

Liquor Industry Led Initiatives

- Consideration of a dispersal policy for all premises trading after 12am, to outline how their patrons will get home safely at night. Noctis (a UK industry group) provide an excellent guide on how to do this.
- If not a legislated mandatory requirement, then premises need to consider better options for precinct based communications. The linking of ID scanning systems needs to be considered for immediate transfer of data about ejected and banned patrons, anti-social behaviour and evidence for proceedings against patrons who engage in criminal behaviour.
- Consideration of the use of a young woman to scan IDs in venues. This has been highly effective in Vancouver and Edinburgh. Naturally, this young woman would be supported by security in her role.
- Consideration of enhanced mobile security patrols to monitor problematic patrons and work in with police to better manage areas, and funded by liquor accords in late night areas.
- Consideration of a trial of a no queue after 1am, with all venues participating (as per Vancouver).
- Consideration of a trial of a “no entry for under 21 years” door entry policy on Friday and Saturday nights for nightclubs (as used in Amsterdam in the Rembrandtplein).
- Consideration of internal “snack bars” / late night food and coffee inside larger venues, to reduce the number of people exiting and hanging around McDonalds etc (as venues are considering doing in Amsterdam).
### APPENDIX A

**Comparative City Table**

<table>
<thead>
<tr>
<th>City</th>
<th>Legal Drinking Age</th>
<th>National Alcohol Consumption</th>
<th>Terminal trading hour</th>
<th>Length of Liquor Licence Permit</th>
<th>Cluster Control Provisions</th>
<th>Saturation Policy / Sensitive Zones / Moratoriums</th>
</tr>
</thead>
<tbody>
<tr>
<td>VANCOUVER</td>
<td>19 years</td>
<td>7.8 litres</td>
<td>2am/3am</td>
<td>1 year, then must be renewed</td>
<td>Yes Planning Controls</td>
<td>Yes Planning Controls</td>
</tr>
<tr>
<td>NEW YORK</td>
<td>21 years</td>
<td>8.6 litres</td>
<td>4am</td>
<td>2 years, then must be renewed</td>
<td>Yes Liquor Legislation</td>
<td>No</td>
</tr>
<tr>
<td>LONDON</td>
<td>18 years</td>
<td>11.8 litres</td>
<td>4am/5am Some 24 hour licences</td>
<td>Issued permanently</td>
<td>No</td>
<td>Yes Liquor Legislation</td>
</tr>
<tr>
<td>MANCHESTER</td>
<td>18 years</td>
<td>11.8 litres</td>
<td>5am/7am Some 24 hour licences</td>
<td>Issued permanently</td>
<td>No</td>
<td>No, but capacity to create one exists within the Licensing Act 2003</td>
</tr>
<tr>
<td>EDINBURGH</td>
<td>18 years</td>
<td>11.8 litres</td>
<td>3/4am</td>
<td>1 year, then must be renewed</td>
<td>No</td>
<td>Yes Planning Controls</td>
</tr>
<tr>
<td>PARIS</td>
<td>16 years (for beer or wine)</td>
<td>11.4 litres</td>
<td>2am/ 7am for nightclubs</td>
<td>Issued permanently No</td>
<td>Yes Liquor Legislation</td>
<td>No</td>
</tr>
<tr>
<td>AMSTERDAM</td>
<td>16 years</td>
<td>8.0 litres</td>
<td>5am</td>
<td>1 year, then must be renewed</td>
<td>No</td>
<td>Yes Property availability creates an effective ban</td>
</tr>
<tr>
<td>BERLIN</td>
<td>16 years (for beer or wine)</td>
<td>12.0 litres</td>
<td>No terminal hour Must close 5am-6am</td>
<td>Issued permanently</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>SYDNEY</td>
<td>18 years</td>
<td>9.0 litres</td>
<td>Varies 12am, 3am, 5am Some 24 hour licences</td>
<td>Issued permanently</td>
<td>No</td>
<td>A temporary freezes on liquor licences — June 2009-July 2011</td>
</tr>
</tbody>
</table>
APPENDIX B

Times Square – A Case Study

In Times Square in 1993, there were 3924 violent crimes (assault, robbery, rape and murder). By 2009, this had dropped to 990 incidents. This reduction in crime is coupled with a significant growth in visitors to the area, with 364,000 people daily in the “Bowtie” in 2009, a 15% increase on 2008.

The City of New York have introduced road closures in Times Square’s “Bowtie” (Broadway and 7th between 42nd and 47th Streets), which are successfully managing the large pedestrian volumes, whilst reactivating and reclaiming public space from traffic. The NYPD also allocates significant numbers of police in and around the Times Square area throughout the night, with almost a “cop on every block”.

The latest trading retail premises closes at 1am, and there remains an excellent age, cultural, gender and family structure mix late into the night. Transport, as in the rest of New York City runs 24 hours a day, enabling people to get home early. There is also an abundance of taxis.

In addition to services provided by the City of New York, the Times Square Alliance (TSA):

- Employs 7 Public Space Officers (PSOs), providing a visible, uniformed street presence, assisting tourists, and providing outreach with Common Ground (social housing for people who are homeless) in Times Square. The PSOs work closely with NYPD (police) and assist in major evacuations, one of which occurred days before my visit in early May 2010 during the failed car bombing in Times Square. The PSOs are placed in parts of the BID where crime is more likely to occur.
- Employs 70 Sanitation staff, to improve the level of street cleansing in Time Square. The TSA also provides and services the garbage bins in this area. Drug and alcohol rehab graduates from “Project Renewal” are also offered three day stints on the sanitation team.
- Applies crime prevention through environmental design principles (CPTED) to lighting improvement and ensures that Times Square is activated 24 hours a day. Cafe chairs and tables owned by the City of New York and maintained by the TSA BID serve to further activate this space throughout the evening, providing good passive surveillance.
- Undertake regular pedestrian counts to better anticipate precinct needs over time, and to develop pedestrian projections to ensure that city infrastructure can accommodate increases into the future.
- The TSA BID operates on a $12million annual budget funded via a % of local business contributions.

Image: Time Square Bowtie, authors own image
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5 Sources include - National Alcohol Strategy, Australian Parliamentary Library, Distilled Spirits Industry Council of Australia, IBIS Industry Reports, and ABS Taxation Statistics, with the figure being a best estimate of the revenue obtained by Governments from the Australian Alcohol and Liquor Industry for 2008-09.

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*Code de La Sante Publique* Prefectorial Decree no. 72-1975, 29 April 1972.

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Creative Metropoles Situation Analysis of 11 cities, funded by the European Regional Development Fund and Baltic Metropoles www.creativemetropoles.eu.

xxxv Ibid.


xxxviii Ibid