PUBLIC SAFETY AND POLICING IN NIGHTLIFE DISTRICTS

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ENTERTAINMENT | PUBLIC SPACE

A TEN POINT APPROACH TO NIGHTLIFE SAFETY

1 Select appropriate officers based on experience and character traits

2 Offer incentives to recruit officers who want to work in a nightlife district

3 Deploy dedicated officers to build trust and promote consistency

4 Provide specialized training on alcohol regulations, crisis intervention, etc.

5 Assign staff to participate in an inter-agency Public Safety Team

6 Develop clear procedures for use of technology (e.g. BWCs, ID Scanners)

7 Apply Crime Prevention Through Environmental Design (CPTED) and Scanning, Analysis, Response, and Assessment (SARA) to the nightlife district

8 Collect and assess safety data to make data-driven deployment decisions

9 Be vigilant and proactive in preparation for active shooter and terrorism threats

10 Foster support and compliance rather than enforcement and punishment

ASSURE SAFETY: PUBLIC SAFETY AND NIGHTLIFE SECURITY JOIN FORCES

BUILDING BLOCKS FOR SOCIABILITY IN THE NIGHTTIME ECONOMY

SOCIABLE CITY GUIDE
PUBLIC SAFETY AND POLICING IN NIGHTLIFE DISTRICTS
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Table of Contents

Executive Summary

Policing nightlife districts is a constantly evolving operational responsibility for police departments globally and requires elected officials, police leaders, business owners and community members to work together to create and sustain safe, vibrant and economically prosperous social spaces. To accomplish this critical task and continue to enhance the benefits of the nighttime economy, it will require police departments to recognize the uniqueness of this work and take deliberate action to develop specific policy, procedures and practices that support the specialized requirements associated with this role.

This guide summarizes the results of 16 interviews with police and civilian practitioners involved in nightlife public safety and policing, a survey of participants from the Responsible Hospitality Institute's (RHI) Leadership Summits to identify operational tactics and data collection practices, and a review of articles and media accounts relating to nightlife management.

The evolution of policing nightlife districts has occurred over decades as cities across North America and globally have come to understand the importance of nightlife to sociability, which is desired by community members of diverse backgrounds and ages. Since communities face similar and different challenges based on their unique circumstances, characteristics, and environment, it is difficult to create a single set of standards, techniques or methods that would address the myriad of different elements found in the diverse nightlife

> *Building trust-based relationships among police, business operators and residents is foundational to police effectiveness.*

districts developing in cities. However, based on the years of experience, collective knowledge, and research emerging from the work of RHI, practitioners, and other researchers, a template has developed that creates a foundation to build an effective and progressive nightlife policing model. By examining this data, as well as reviewing current academic research, a concept is created that supports and encourages those already implementing these actions in their nightlife districts, informs others who are seeking guidance to improve or begin a nightlife policing unit, and identifies emerging trends affecting nightlife districts in the future.

The overarching theme that emerged during this project centered on the importance of building trust-based relationships between the police and the stakeholders connected to the nightlife district. This same concept is foundational to police effectiveness on a broader scale and has taken center stage in discussions surrounding police legitimacy. The research surrounding this issue discusses specific principles that offer the opportunity to build confidence and trust between citizens and public safety officials. Those principles include giving others a voice, making decisions based on facts and not opinions or bias, treating all parties with dignity and respect, and being trustworthy. These same principles are critical to nightlife policing

efforts as the most important tool for success is creating a network of collaborators. This network governance creates informal structures that allow police officers, city officials, private security, business owners and community members to cooperate and develop solutions that are based on shared understanding toward a common purpose and not power and authority.

For these networks to develop, grow, and succeed, it is critical to create the right environment. This occurs by selecting the right officers, providing basic and specialized training, and using a mixture of deployment strategies that provides for safety and security while not creating feelings of occupation or fear. Based on our findings, this can be accomplished by using a variety of strategies.

A TEN POINT APPROACH TO NIGHTTIME PUBLIC SAFETY

The key components of success include:

1. **Select appropriate officers based on experience and character traits.** This begins by understanding the characteristics and traits necessary to operate in this challenging environment. This criterion serves as the foundation for any selection process used to identify and select officers for this specialized assignment.

2. **Offer incentives to recruit officers who want to work in a nightlife district.** Nightlife district assignments should be considered a "special assignment" within the department's policy and procedures. This designation and the additional opportunities for leadership development, career enhancement and training offers the opportunity to expand the pool of candidates.

3. **Deploy dedicated officers to build trust and promote consistency.** A consensus among nightlife practitioners, business operators, and research surrounding network governance indicates the ideal strategy is the use of a dedicated unit. This method provides consistency, supports trust and relationship building, aids in problem-solving, and creates skills and competencies necessary to optimize results. While there is agreement that this strategy is optimal, there are environmental factors including budget shortfalls and staffing challenges within police agencies that threaten this concept. Agencies in the U.S. and abroad have recognized this challenge and are speaking out to their elected officials and sounding warnings about how this factor may affect nightlife policing. Several cities interviewed for this project indicated they are currently using hybrid models to address this challenge, which includes a small number of dedicated officers who are supplemented during peak hours with either on-duty or overtime resources.

4. **Provide specialized training on a variety of relevant topics including alcohol regulations, crisis intervention, etc.** Even though there is recognition that nightlife policing requires a specific skill set, very few agencies provide formalized training to either new or incumbent members. However, several departments contacted for this project have implemented training processes designed specifically for officers working in nightlife districts. These processes include a myriad of topics associated with regulatory knowledge, communication skills, drug and gang awareness, ethics, crisis intervention training, and more. Additionally, one agency's inclusion of practical scenarios conducted in nightlife venues with video replay for training reinforcement is a promising technique.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 2 --
Responsible Hospitality Institute
www.rhiweb.org

5. **Assign staff to participate in an inter-agency Public Safety Team comprised of those agencies responsible for enforcement and compliance.** While there is agreement that a team concept is appropriate and beneficial, there was no agreement regarding the best method of deployment. While some cities used a centralized model where the team members met regularly and conducted monitoring and inspections as a collective, others used a hybrid model where communication was centralized and implementation of action was decentralized and executed by the individual department acting independently. Regardless of the method chosen, **the key to success was to create an atmosphere of support and compliance rather than enforcement and punishment.** Preventing and resolving problems was the preferred strategy with enforcement occurring only after other means failed to achieve the desired results.

6. **Develop clear procedures for use of technology (e.g. BWCs, ID Scanners),** which plays a key role in the evolution of nightlife policing. Shared communication technology allows multiple agencies to communicate and share information during daily operations and critical incidents. Body worn cameras offer opportunities to collect evidence, examine and assess officer and citizen behavior, evaluate environmental conditions, identify training needs, and reduce liability. Public/private partnerships leverage the sharing of CCTV video to impact safety and security measures, and new and emerging devices assist police and venue security reduce the use of fake identification, which has a direct impact on underage drinking at establishments.

7. **Apply CPTED and SARA to the nightlife district.** As nightlife policing continues to grow and expand, it is natural for successful contemporary policing techniques to be modified and applied to nightlife districts. Crime Prevention Through Environment Design (CPTED) and the Scanning, Analysis, Response, and Evaluation (SARA) Model have direct application to enhancing public safety in nightlife districts. Both applications offer public safety officials, planners, and business owners a structured process that allows them to be proactive and focused on prevention, while continually monitoring the current environment and strategies for relevance, results and emerging threats. Utilizing CPTED and SARA cannot be effective without adequate data.

8. **Collect and assess safety data to make data-driven deployment decisions.** While public safety agencies routinely collect a multitude of data points, very few are using the information to support nightlife district deployments or resource allocation. While this practice is frequently used by police agencies to address neighborhood crime and disorder through CompStat and similar models, this process has not transitioned to nightlife policing districts specifically. As budget reductions, staffing challenges, and the growing number of cities that are policing multiple nightlife districts within a single jurisdiction expand, using data-driven deployment strategies will become more important. Therefore, it is incumbent upon public safety agencies to examine their current data collection and analysis practices, identify important data points relevant to their nightlife districts, and utilize the information in a manner that focuses attention on the right locations at the right time, optimizes resources and positively impacts safety, security and economic prosperity in the nightlife district(s).

9. **Be vigilant and** proactive in preparation for active shooter and terrorism threats. Some issues such as training for security and service staff and provisions to stop the operations of an at-risk establishment have been historical challenges that remain today and require ongoing efforts at the state and local levels. Likewise, the escalating threat faced from terrorism, the continuing

reduction in social service support that causes an increase in the homeless population and its associated challenges, and the opioid epidemic that impacts nightlife areas require new strategies which change past paradigms and highlight even more the need for collective communication and cooperation.

10. **Foster support and compliance rather than enforcement and punishment of businesses.** For example, several agencies examined and individuals interviewed have created and disseminated nightlife best practice guides with local businesses as a mechanism to educate venues about laws, regulations and expectations while supporting them by offering information about how to deal with incidents such as disorderly patrons, sexual assaults, and terrorism. This action enhances transparency, builds trust and creates clarity and a shared understanding surrounding expectations and consequences.

As the demand for social experiences and the economic impact created by the nighttime economy grows, public safety officials and those responsible for protecting this important element of a community's success must stay alert and vigilant. This requires constant review of current practices and a culture which embraces stability and flexibility that allows organizations to adapt quickly to changing circumstances that threatens the vibrancy and resiliency of nightlife operations.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 4 --
Responsible Hospitality Institute
www.rhiweb.org

Nightlife: High-Intensity Environments

Police departments worldwide are faced with **unique challenges in nightlife settings**, which are high-intensity environments with **complex dynamics and risk factors**. Among the most common risks and challenges are acts of aggression and violence, active targeted violence including shooters, vehicle attacks and terrorism, as well as sexual assault, robbery and theft, crowd management, property damage, underage drinking and impaired driving.

SAFETY CHALLENGES MATCHED WITH CONTEMPORARY MODELS

Public safety in nightlife districts is an emerging specialty that requires a thoughtful organization of agencies and resources into collaborative teams working to track data, identify emerging risk factors, build alliances with nightlife venues and community organizations, and provide early intervention strategies to reduce risk, harm and disorder.

Contemporary approaches are built upon the basic theories of "Problem Oriented Policing" and crime analysis that places a high value on new, data-driven responses that are **preventive** in nature, **not dependent on the use of the criminal justice system**, and **engage other public agencies, the community and the private sector** when their involvement has the potential to significantly contribute to the reduction of the problem.

Problem-oriented policing and crime analysis carries a commitment to implement the new strategy, **rigorously evaluate its effectiveness**, and, subsequently, report the results in ways that will benefit other police agencies and that will ultimately contribute to building a body of knowledge that supports the further professionalization of the police.

Contemporary public safety models are being applied to nightlife settings. For instance, the Scanning, Analysis, Response, and Evaluation (SARA) Model and Crime Prevention Through Environmental Design (CPTED) offer a new lens to evaluate the underlying causes of crime, harm and disorder, especially in regard to the role of the physical environment in public safety.

This guide is a compilation of promising practices, strategies and tips for police and other public safety stakeholders in nightlife districts to:

- **Establish a collaborative public safety team** to educate and intervene with at-risk businesses.
- **Select the right officers** and create systems to expand candidate pools for nightlife districts.
- **Train and deploy officers** in nightlife districts.
- **Make the best use of technology** in nightlife districts.
- **Collect data** to design more efficient use of officers in nightlife districts.
- **Apply CPTED and SARA frameworks** to nightlife environments.

Public Safety Teams

A key concept used by cities to create and successfully manage a nightlife district is Public Safety Teams. These teams are designed to facilitate a holistic response process and provide public safety professionals with the opportunity to gain knowledge, expertise and resources from others who play a vital role in the design and management of a safe, vibrant and sustainable nightlife district.

COMPOSITION

In most cities, teams include representatives from police, fire, code enforcement, parking enforcement, health department, planning, transportation, ABC control and legal. Some cities also include staff members from the Mayor's Office and elected officials. With the emergence of the Night Mayor/Manager position, they will likely become an important part of these teams.

PURPOSE

The purpose of the team is to work collectively to address issues or concerns that are identified by formal complaints from citizens or other business owners, staff observations, or official interventions requiring enforcement response. The goal of the team is to first work with business owners and operators in partnership to gain voluntary compliance and remedy the concern.

They also focus on problems and seek to identify strategies outside the public safety arena to proactively resolve concerns. This could involve drafting zoning regulations to maintain a balance of uses within a given area, sanitation plans for new businesses, installing bicycle racks, and implementing taxi, limo, and ride share pick-up and drop-off sites to address transportation concerns affecting sidewalk access and pedestrian safety. Many of these items do not directly impact the police response to nightlife issues; however, they all play a major role in the overall operation and public safety of the area. By implementing a Public Safety Team, the responsibility for a successful nightlife district is expanded and includes a much more diverse cast that results in innovations, shared resources and coordinated responses in a prompt and comprehensive manner.

> *(With) a Public Safety Team, responsibility for a successful nightlife district...includes a much more diverse cast that results in innovations, shared resources and coordinated responses...*

This team also serves as an accountability resource to maintain compliance through inspection and monitoring activities when other avenues of redress have not gained the desired outcome.

PUBLIC SAFETY TEAMS

IMPLEMENTATION OF THE TEAM

While many cities utilize this concept, it is implemented in different ways. The two most prevalent models include:

(1) **A formal process that includes monitoring and inspections that are conducted by the team** as a whole and is carried out periodically based on documented concerns communicated to the team through official channels.

(2) **The second model is more of a hybrid approach**. In this scenario, the team meets collectively and discusses issues and concerns. However, the actual monitoring and inspections are conducted via individual departments who possess authority and jurisdiction of the matter. In these cases, there are no group activities that demonstrate a common purpose or partnership to the external environment.

Based on experience and communication with various police department representatives, **the ideal situation provides a joint monitoring and inspection process** that signals a clear message that all appropriate departments are communicating and cooperating in terms of past, present and future issues relating to the nightlife district. This joint effort allows a myriad of employees, codes and regulations to be incorporated into a comprehensive response to help business and venue operators be informed and assisted when mentoring or coaching is appropriate and brings a full range of options involving enforcement and civil remedy when necessary.

Of importance when implementing a Public Safety Team that conducts monitoring and inspection activities is **consistency**. It is imperative that a criterion is developed to guide those personnel executing the process. For example:

- There should be a formal checklist which clearly outlines the Who, What, When, Where, Why and How of the inspections. This will protect team members against claims of harassment, discrimination and unfair treatment.
- Whenever inspections occur, they must be accomplished in a manner that does not bring discredit, embarrassment or unwarranted attention to the business.
- It is also important to consider the impact on business operations when inspections take place.
- Team members should be polite, courteous and prompt when conducting inspections and avoid unnecessary disruptions or prolonged stays that could be perceived as retaliation or harassment.
- Only team members with valid reasons to be inside the business should be there. This limits any appearance of heavy handedness and helps to develop trust and legitimacy in the process.

Team leaders or supervisors should conduct regular, random reviews of monitoring and inspection reports to ensure complete records are maintained and all policies and procedures are followed. The quality assurance reviews should be outlined as a formal part of the process and clearly outline the frequency and quantity of the examinations.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 7 --
Responsible Hospitality Institute
www.rhiweb.org

PUBLIC SAFETY TEAMS

Information gained through the quality assurance process can be used to recognize outstanding performance, correct deficiencies and guide future training efforts for officers and businesses. For added protection and accountability, some departments record inspections using body worn cameras to capture the interaction and document the activities.

Regardless of the methods used to document and track the team's activity, a records retention schedule should be developed to ensure important information is maintained and available for decision-making, administrative investigations and judicial proceedings.

PROMISING PRACTICES

Hospitality and Safety Forums

A promising practice used by many cities to enhance the utility of the Public Safety Team involves regular gatherings between team members and business owners, operators and staff. Through this ongoing communication process, expectations are shared, issues and concerns are identified, emerging trends are discussed and solutions formulated, and connections are created and nurtured. This type of dialogue and ongoing relationship building has been lauded by many cities as a critical component in transforming their nightlife district operations from an "us against them" framework to a collaborative partnership that recognizes the important roles that everyone plays in creating and sustaining a vibrant, prosperous nighttime economy.

Sociable City Alliance

Complimenting these dialogue sessions in some cities is the formulation of a Sociable City Alliance, which involves key influencers from businesses, residential communities and city staff to engage at a strategic level to address short- and long-term objectives and goals to protect and grow the nighttime economy.

These smaller groups have proven beneficial in building consensus around contentious issues such as ordinances limiting the number of ABC establishments in a given district, building codes relating to sound abatement and special permitting requirements for late-night establishments. Additionally, they have provided political leverage and have been successful in supporting public safety officials to implement key operational changes involving sidewalk use and safety, occupancy density, transportation initiatives and funding requests.

Regardless of the format or focus, creating a process that supports and encourages frequent and ongoing dialogue between owners, operators, and public safety staff is a best practice that should be a foundational layer of any nightlife district operation.

Selecting an Ideal Candidate

Although collaborative teams are an effective model for early assistance and intervention with businesses, police officers most often represent the **front lines of public safety in nightlife districts**. It is therefore critical that nightlife district officers be selected with prudence and precision while paying close attention to officer traits and temperament. The officer on the street will be the catalyst for engagement, data collection and response.

Cities that are proactive about nightlife safety strategically pick officers with the experience, patience, motivation, diplomacy and communication skills suited to this environment.

FACTORS AND CHARACTERISTICS OF AN IDEAL OFFICER

- **Experience and temperament**. In general, officers assigned to work nightlife districts should have an experience base that offers a solid skill set in conflict resolution, problem-solving, creating partnerships and interpersonal communication. While there is no specific tenure requirement and some agencies assign newly released officers to this assignment, it is not the ideal scenario. Likewise, officers assigned to nightlife districts need a demonstrated temperament that allows them to deal with highly charged situations that are fueled by alcohol, crowd dynamics and escalated emotional states.
- **Exceptional interpersonal skills**. Customer service oriented approach is critical. Ability to communicate with diverse populations is a fundamental skill required of officers working in nightlife districts. Their understanding and competency in developing partnerships and mediating conflict is important to their success. Recognizing when to seek alternative forms of resolution (restorative justice) instead of enforcement action is key to building trust, positive resource management and effective operations. A mindset of crime prevention and safety versus enforcement and occupation is critical for officers assigned to nightlife districts.
- **Problem solving skills**. Officers who have demonstrated a keen ability to collaborate with community members, business leaders and other public officials to identify problems, work collectively toward a solution and successful implement resolution strategies in current assignments is a key indicator for selection to nightlife districts. A willingness and desire to engage with multiple stakeholders and work toward a common purpose is critical for a successful nightlife district officer.
- High degree of **initiative**.
- Dedicated **work ethic**.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 9 --
Responsible Hospitality Institute
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SELECTING AN IDEAL CANDIDATE

- **Community collaboration skills**: Officers who enjoy community engagement and attendance at meetings with city council, community groups and hospitality business operators and staff.
- **Cultural and behavioral competencies**: Officers assigned to the nightlife district should reflect the demographics of the population they are serving. A highly diverse team which includes female officers, officers of color and those with language skills are assets to any team.

TIPS AND CONSIDERATIONS WHEN SELECTING AN IDEAL CANDIDATE

- **Selection of officers for entertainment districts should be based on a specific interview and evaluation** of character traits (listed above) and experience level that create the capacity for seamless interactions with nightlife patrons, hospitality businesses, community members and government agencies.
- **It is critical that the officers who work in nightlife teams** are interested and enthusiastic about being assigned to entertainment districts. An arbitrary or forced assignment to the nightlife district is not recommended and has the potential to create detrimental results and negative outcomes for the officer, department and community.
- Officers assigned to nightlife districts will be under constant scrutiny by nightlife venue patrons, business staff and citizens utilizing mobile devices to record encounters and police responses. They should expect their every action and response to be recorded and any inappropriate conduct to be captured and disseminated. It is imperative that officers selected for an assignment in the nightlife district can effectively operate in this high stress environment, embrace this constant observation and perform their responsibilities in a manner that will reflect positively on the department and city.

ACTIONS AND INCENTIVES TO EXPAND OFFICER CANDIDATE POOL

How do you encourage officers to apply for these positions when "working with drunks" is not perceived as a highly desirable position?

- **Buy-in from Senior Leaders and Elected Officials:** Establishing an effective Nightlife District Team with carefully selected officers must be a priority at the City and Department level. Support from the Mayor, City Council members, business leaders and other community influencers are critical to the success of this goal.
- **Diversity of Roles and Innovation:** Officers working in nightlife districts have the opportunity to operate outside the traditional policing model. Police officers working in a traditional police role are generally focused on calls for service, directed patrols or some type of structured operation. In contrast, nightlife officers have a greater degree of flexibility to engage stakeholders, innovate with the private sector, and try new ideas that are outside the normal processes available to patrol officers.
  - o Working to create network alliances offers diversity of thought, actions, and schedule. Police transformation across America is seeking ways for officers to utilize alternatives to

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 10 --
Responsible Hospitality Institute
www.rhiweb.org

citations and arrest. This is not new for officers working in nightlife and entertainment districts. A key benefit of working in the nightlife district is the opportunity to identify and implement innovative and creative solutions to issues such as underage drinking, sexual assault, neighborhood noise and disorder, and quality of life issues that impact residents and guests.

- o While patrol officers are rightly evaluated and assessed on their ability to address crime, disorder, and roadway safety through many techniques including arrest and tickets, nightlife officers focus more extensively on success measures surrounding achievement of voluntary compliance through dialogue and education, reducing violence and victimization caused by substance abuse through collaboration and partnership, and proactively implementing processes that minimize negative activity that damages the reputation and economy of the city. Similarly, creativity, innovation and problem avoidance are preferred performance objectives for those working in nightlife districts.

- ■ **Positive Press**: Media in various forms, including traditional newspaper, radio and TV, social media, business, community and government newsletters and websites, as well as advertising can reinforce and incentivize progressive progress.
  - o Highlight projects, initiatives and accomplishments involving nightlife district officers. Engage local media to profile respected and accomplished nightlife officers and the importance of the nighttime economy to the overall success of the city.
  - o Offer media, elected officials, business leaders and community influencers the opportunity to join nightlife officers during both vehicle and walking patrols to learn about the complexities, challenges and rewards associated with working in the nightlife district. Include achievements of the nightlife district officers in newsletters, annual reports, council briefings and city status presentations to elevate their status and communicate it citywide.

- ■ **Offer incentives and expanded opportunities**: Nightlife district assignment should be considered a "special assignment" within the department's policy and procedures. This designation and the additional opportunities for leadership development, career enhancement and training offers the opportunity to expand the pool of candidates.
  - o Like other special assignments, nightlife district officers should be provided additional training opportunities associated with their position, opportunities to serve on citywide teams, key roles in planning and program development in the nightlife district, and leadership roles that broaden their career advancement.
  - o Officers working in the district should be engaged in any special event or official extra duty assignments occurring in the nightlife area when possible. Their relationships with business owners, security staff and knowledge of the environment are important attributes which contribute to seamless operations.
  - o Specialty assignment pay and assignment rotation timelines can incentivize the position and attract additional candidates. This pay incentive may work well for specific

departments and should be considered carefully to prevent any unintended consequences. Most departments contacted during the development of this guide use non-pay incentives to encourage participation.

- **Training Opportunities:** Officers assigned to the nightlife district must be provided opportunities to receive specialized training associated with their position. Nightlife policing is an emerging specialty that requires specific skills, knowledge and competencies to accomplish relevant goals and objectives. For officers working these assignments to be successful, they must expand their foundational police knowledge into different areas such as CPTED, terrorism prevention, critical incident response, citizen engagement, customer service and relations, public speaking and mediation. Additionally, in some departments like Washington, DC, Virginia Beach, VA, Charlotte and Raleigh, NC, nightlife district officers get priority for motorcycle and bicycle training, which is a key component for effective deployment strategies.

■

By demonstrating these key actions, the department is communicating that the nightlife assignment is important, valuable, desirable and offers officers the opportunity to achieve multiple positive benefits— leadership and career development, additional training and financial rewards. This can also help position nightlife assignments as a "special" assignment that is more valued and desirable, rather than the least wanted/most undesirable assignment.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 12 --
Responsible Hospitality Institute
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Deployment of Officers

TRANSITION FROM SECONDARY EMPLOYMENT IN NIGHTLIFE

There are a variety of risks and potential conflicts of interest when cities use secondary employment and overtime officers as the primary staffing strategy for nightlife districts. In general, inconsistent deployment of officers can result in inconsistent enforcement approaches and communication styles with businesses and patrons.

Officers who work secondary employment at nightlife venues, are hired directly by business operators, and are paid in cash (a practice that is prohibited in several jurisdictions) may have **questionable allegiances**. These uniformed officers are dedicated to a single location and are generally assigned to a fixed, stationary post in front of venues as a "visual deterrent" and do not participate in proactive, roving deployment. Additionally, this exterior presence does not provide for internal security and may lead nightlife venues to be less inclined to properly train their own security staff. These actions can lead to the public questioning the effectiveness of the secondary employment officers, which can actually tarnish the reputation of the police department.

Alternatively, more structured secondary employment systems using departmental resources or independent and accountable organizations such as business district management groups to schedule and compensate officers can provide added police presence, with supervision, and more strategically address high risk periods that regular patrols may not have resources to manage, such as large events or closing time crowds on busy nights.

In either case, **an important consideration** when using secondary employment officers is **the fatigue factor**. Research has concluded that officers who suffer from sleep deprivation by working extended timeframes without adequate rest periods are susceptible to physical and mental fatigue that can have a negative impact on decision-making ability, problem-solving, attention, reaction time and emotional control, which affects tolerance levels when dealing with difficult individuals. This is a critical factor when working in a nightlife district that requires officers to manage and control difficult encounters with intoxicated individuals through interpersonal communication while maintain a friendly, professional demeanor. Departments using secondary employment officers in nightlife districts should implement maximum allowable secondary employment hours to minimize negative effects of the fatigue factor.

DEDICATED UNITS ARE A BETTER APPROACH

Many departments managing nightlife districts have learned through experience that the optimum deployment strategy involves dedicated nightlife policing teams. It has been validated in various cities that dedicated nightlife policing teams that deploy officers who are consistently assigned to nightlife districts as

part of a dedicated unit as their regular shift have greater opportunities to build needed trust with community members and establish relationships with business owners, managers and their staff.

Nightlife districts also present high-risk situations that require specialized training and expertise. Deployment of specially trained nightlife district teams is by far the most effective way to manage nightlife districts and is a strategy used by cities such as Los Angeles, Chicago, Edmonton, Raleigh, Sacramento, Virginia Beach, Washington, DC, Charleston and others.

Funding and Staffing Dedicated Units can be a Challenge

Several departments contacted during research for this guide were utilizing dedicated units; however, due to funding shortfalls or staffing shortage, had to reduce the number of dedicated officers and were operating a hybrid model. Or, they were forced to move away from this concept entirely. All those interviewed who were in this position communicated their desire to return to a dedicated unit once conditions improved.

An important strategy to justify the cost is to identify the economic activity and benefits to the city, both direct and indirect from nightlife through formal economic studies, and what it might cost without efficient and effective policing.

Some cities are generating funds by extending parking fees to the nighttime period, with the dedicated fee and fine revenue specifically allocated to additional public safety services.

A solution that has been implemented in some cities to address the dilemma created between secondary employment and dedicated teams is the use of available hospitality-generated revenues to fund additional officer authorizations specifically for assignment to nightlife areas. These funds, which come from revenue generated through taxes associated with hospitality businesses, are restricted to uses that supports, supplements or enhance tourism or hospitality activities.

Further, personnel can only be redirected for emergencies or exigent circumstances. These funding streams offer cities and business associations and alliances the ability to increase security within the nightlife district with a consistent team of dedicated officers who provide adequate, equitable and reliable policing services to the entire nightlife district in a fair, supervised and competent manner.

DATA-DRIVEN DEPLOYMENTS

Policing agencies around the world are using data-driven deployment models to address crime and disorder. Whether it is called Location-Based Policing, Intelligence-Led Policing, Evidence-Based Policing, or Precision Policing, it shares one common factor—the analysis of various data sources to aid decision makers regarding officer deployment strategies.

A key component of this new method involves crime analysis to determine "hotspots" or focal areas for problem-solving. Most agencies managing a nightlife district intuitively know which establishments or sectors require the largest police interaction or experience criminal behavior; however,

they may not have precise data that provides time of day, day of week and specific locations at a micro level. This is where data analysis can aid in deployment decisions. Since many cities have multiple nightlife districts within a single jurisdiction, this information takes on a new sense of urgency. With staffing and funding continuing to present a challenge, effective and efficient deployment strategies are a must.

By identifying locations within the nightlife district that need direct and consistent police attention, agencies can **configure geographic beats that address the highest priorities** while maintaining a patrol strategy to provide coverage and visibility in less active beats. For example, in areas of the district that have low impact attractions with little crime, crowd concentration, or disorder, random patrols using vehicles, bicycles, or motorcycles may offer appropriate visibility and crime deterrence. In these situations, some research surrounding predictive policing suggests that an officer's presence in an area for 15 minutes has a residual effect for up to 2 hours. Additionally, if data demonstrates that the highest impact area for a specific venue is between 1 a.m. and 3 a.m., agencies can create micro beats around this particular venue during that timeframe to focus its deterrent efforts and not restrict its resources earlier in the night.

By utilizing this data-driven approach, supervisors and commanders can also **examine the success of the strategies being deployed**. When regular discussions and updates occur surrounding the actions, collaboration and impact achieved based on current actions and strategies, it is possible to determine where modifications or changes are required. This proactive approach can help minimize harm, protect people and property, and be useful in building justification and support for new, innovated processes, funding and resources.

This data-driven approach can also **offer agencies benefit in terms of its CPTED efforts**. If crime analysis pinpoints specific locations or venues for problematic behavior, this information may assist agencies with environmental reengineering to help improve public safety. Increased lighting, implementation or redirection of CCTV cameras, and landscaping may be intervention strategies that can help the police address issues and minimize the need for constant police presence.

DEPLOYMENT STRATEGIES

A variety of deployment strategies are effective in nightlife districts. Among the core approaches include:

- **Foot Patrol:** Foundation of nightlife district deployment.
- **Bike Patrol:** Highly mobile and provides the ability to patrol larger areas while maintaining a high level of visibility. They allow nightlife officers to establish layers of security by expanding their coverage into outlying areas: residential streets that connect with the nightlife district, especially in college communities; parking structures; and transportation hubs while still being visible and available to supplement foot patrol should an incident occur. This mobile function provides an officer available throughout the district without creating a sense of overwhelming police presence.
- **Patrol Unit:** Traditional patrol units are used in some manner in most nightlife districts. This fulfills several important requirements, as well as secondary functions. In nightlife districts that are expansive, the unit offers the ability for single officers to monitor disparate locations and supplement the work of foot patrol and bicycle officers. Additionally, they serve an important

prisoner transport role when an arrest occurs. Further, they can serve to enhance the visual presence within a specific area. Officers operating patrol units can strategically position their vehicles within the nightlife district to increase the visible presence of the police without overwhelming the area. This allows for easy access should an emergency response be required or prisoner transport as necessary. The use of Halo lights can illuminate a patrol unit in a modest manner.

- **Motorcycle Patrol:** Small units can be effective in covering larger spaces and especially outer perimeter areas during early evening hours, as well as when establishments close and patrons move into the outer areas of parking garages and surface lots. Mobility provides for effective redeployment to address pop-up events or issues without jeopardizing beat integrity of other units. They offer rapid response to supplement foot officers and can be withdrawn quicker to avoid over-policing. Effective for traffic enforcement when applicable.
- **Horses**: High visibility profile and effective at crowd management. Can be expensive, but residents and visitors generally welcome officers on horseback.
- **Plain Clothes:** It is important to maintain the proper number of uniformed officers in a nightlife district as safety ambassadors and as a visible deterrent without creating a public perception that the area is high risk. Adding a plain clothes element to a nightlife district provides added capabilities relating to compliance monitoring, proactive surveillance to prevent and identify criminal behavior, information-sharing surrounding drug and gang activities, as well as extra officers in emergencies. Use of plain clothes officers in nightlife districts requires specific policies governing what actions they are permitted to engage in and when they will become involved in an incident in progress. Plain clothes officers face additional safety challenges when dealing with intoxicated or disorderly individuals since they may not be clearly recognized as law enforcement officers either by citizens or by other police officers. Tragic cases of "Blue on Blue" incidents highlight these dangers and the need for clear guidelines. Because of these issues, police departments should restrict plain clothes activities to surveillance and/or undercover operations except in situations where citizens or other police officers are being assaulted or immediate intervention to prevent injury is required. In all other situations, plain clothes officers should monitor the situation and request assistance from uniformed personnel.
- **Gang Unit:** Deploy when conditions merit. Communication and interaction between a department's gang unit and nightlife officers provide an important opportunity for cross-training. If gang issues are present in the nightlife district, it is critical for nightlife officers to understand the gangs involved, identify certified gang members, locations gang members may frequent and past criminal behavior of the members. Cautions outlined above relating to plain clothes officer deployment should also be followed for gang unit officers unless they deploy in clothing clearly designating them as police officers.
- **Tactical Unit:** Under normal circumstances, deployment of tactical units in nightlife districts should only be considered as a standby resource during planned special events or where intelligence

information indicates that demonstrations or protest may occur and involve violent or disorderly behavior. Additionally, in response to recent terrorism and targeted violence at concerts, sporting events, festivals and other gatherings of large crowds, tactical units are being deployed more regularly in areas with high concentrations of tourist and hospitality venues. In some cases, larger cities like New York City routinely deploy tactical units to create high police visibility in areas that could be potential targets for terrorism or targeted violence. During special events, units may also be utilized to create an overwatch capability which provides observation, communication and security support. As part of an event's Incident Action Plan, units may also be staged outside the immediate area of the event and serve as a quick response capability to provide specialized equipment and tactics should they be needed to address a specific threat or actual attack.

- **Traffic Diversion:** Traffic diversion operations can be helpful in given situations such as excessive cruising or when heavy pedestrian and vehicle interaction is occurring. Additionally, traffic diversion may be desirable to calm an area with large crowds that cannot be maintained on sidewalks or designated areas. Departments should make decisions regarding traffic diversion carefully so as not to create a festival atmosphere that may become a larger and more difficult situation to manage. Traffic diversion should be based on pre-planned routes and clearly communicated to officers expected to implement the routes except in emergencies. Nightlife officers should also communicate with affected transportation services, businesses and emergency dispatch to ensure a smooth operation while limiting unintended consequences.

DEPLOYMENT AND SCHEDULING LESSONS LEARNED

- Avoid assigning small numbers of officers to the nightlife district early in the night, then flooding the area at closing time with large numbers of officers as a show of force. Some agencies use staggered staffing models successfully in nightlife districts. They begin the early evening with a smaller unit of officers conducting patrols and business contacts throughout the nightlife district with a focus on visibility, communication, and outreach. As the evening progresses and the environment, types of entertainment and crowd dynamics change, staffing increases and a more focused approach on nightclubs, bars and other entertainment venues occurs with officers migrating to smaller micro beats to address identified requirements. Using a mixture of deployment methods (e.g. foot patrols, bicycles, small motorcycle units and patrol units) has been successful in some cities and allows for a comprehensive strategy that addresses primary locations in the district and also maintains a level of visibility in support areas (e.g. garages, taxi stands, and food vendors).
- Don't divert resources from other areas to the nightlife district at closing time if this can be avoided; this compromises coverage in other parts of the city and response times (except in an emergency).
- **Holding officers at the end of a shift can be expensive, fatiguing and promotes limited engagement**. Officers are less likely to issue warnings or arrest troublemakers, which can result in a party atmosphere that encourages poor behavior and, ultimately, requires more resources to manage the district successfully. Staggered scheduling can help avoid this scenario by increasing

staffing levels throughout the night with the largest number of officers available during peak hours and tapering down as activity subsides.

- **Avoid treating your nightlife district as an undesirable ("the least wanted") assignment**. Follow selection recommendations listed above for assigning personnel to this specialized and challenging position. Avoid, where possible, using officers who are not familiar with the nightlife area and work in areas that are more dependent on enforcement tactics compared to community collaboration and alternative resolution strategies.

- **Prevent creating a police spectacle**. Discourage groups of officers from congregating in the same location (e.g. in front of particular bars), standing around in groups and sitting on/in vehicles. Regular and direct intervention by supervisory personnel is necessary, as this practice can create an unfavorable environment that leads to a variety of negative consequences e.g. complaints from business owners pertaining to the professionalism and effectiveness of the police operation; confrontations between police officers and venue patrons; and potential legal action resulting in judgements against the department and city. Most importantly, failure to adequately monitor and engage with owners, operators, patrons and guests in the nightlife district can limit officers' situational awareness and impact overall safety and security in the district.

- **Avoid use of pedestrian dispersal methods that require a show of force** (e.g. shining spotlights, activating emergency sirens, using public address systems, forming skirmish lines), as they are more likely to incite an incident than encourage timely dispersal. A calm, organized effort works best.

- **Officers should radio in their locations prior to entering premises** to better coordinate and avoid duplicative inspections of the same venue.

- **Agencies should develop scheduling processes** that afford officers the ability to work shift rotations that offer some weekends off. Working night shifts that focus on heavy impact times (Thursday–Saturday nights in many cities) can create burnout and frustration. Without some type of flexibility built into the scheduling process, productive nightlife officers will seek new assignments. Additionally, this flexibility provides officers the opportunity to maintain work/life balance and helps avoid cynicism that can develop when dealing with intoxicated, disorderly and disrespectful patrons on a regular basis.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 18 --
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Officer Training

Nightlife districts present unique challenges that require specialized expertise in a variety of situations. Yet no recognized standard has been developed for officer selection and training.

As more departments create and deploy nightlife district officers, it is becoming acknowledged that specialized and comprehensive training is required for these officers beyond what is provided during regular academy and in-service classes. One department that recently introduced this model is Edmonton, Alberta, which developed a comprehensive, 3-day officer training course for nightlife districts. Among the key curriculum topics departments should consider when developing training programs include:

- Alcohol Regulations and Licensing
- Fire Safety and Occupancy
- Noise and Conflict Resolution
- Responsible Beverage Service
- Code Enforcement
- Response to Drugs, Gangs and Motorcycle Gangs
- Active Shooter Scenario Inside a Nightclub
- Defensive Tactics
- Communication and De-Escalation
- Ethics
- Fair and Impartial Policing
- Cultural Awareness Crisis Intervention Training
- Courtroom Testimony
- Crowd Management at Closing Time
- Crime Scene and Major Incident Scenarios E.G. Medical Emergencies, Active Shooters, Acts of Terrorism, Gang Member Eviction, Large Physical Altercations

During an interview with members of the Edmonton Police Service, a key takeaway relating to their training model involved the use of practical scenarios conducted in actual nightlife venues in local regions where officers were assigned. These scenarios provided officers the opportunity to demonstrate their classroom education in a field environment with role playing. These activities are videotaped and later critiqued with the entire class to share lessons learned and reinforce learning objectives. This concept of learning and doing helps enhance skills and offer hands-on experience dealing with stressful situations in a controlled and safe environment.

A challenge to this type of training identified from several agencies is the scheduling of officers to attend. In most cases, officers are not assigned to nightlife district units in groups. Transfers and assignments generally occur in small numbers and most are one officer in and one out. This is made more complicated in a city where nightlife districts are not policed using dedicated units. However, cities should not allow these challenges to deter them from providing specialized training to those officers working in nightlife districts.

OFFICER TRAINING

The benefit of having officers who understand laws and regulations governing the nightlife area, expanded knowledge surrounding crowd dynamics, and practical experience gained by practicing their interaction with patrons and business owners in a safe environment, outweighs these challenges. By using creative and innovative solutions, including online training and webcast, officers can receive this important training and minimize any disruption to daily operations.

Washington, DC, Charleston, SC, Seattle, WA are among the cities adapting this training and over time, their experience will begin to create a baseline of scheduling and facilitation of the process.

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 20 --
Responsible Hospitality Institute
www.rhiweb.org

Technology Use by Officers, Venues and Districts

New technologies are becoming commonplace in nightlife districts and are used by officers and venues.

FITTED RADIO EARPIECES

Ideally, officers should wear fitted radio earpieces that are custom molded. Nightlife venues are generally noisy which can make it difficult to hear; a custom earpiece can help block ambient noise. However, if custom earpieces are not available, all officers working in the nightlife district should be issued off-the-shelf radio earpieces as this will provide some benefit in noisy environments and allow for more secure communication when sharing information about individuals or situations occurring in the area with other officers or dispatch.

BODY-WORN CAMERAS

- Use of body-worn cameras is becoming more prevalent by officers in various settings. Nightlife settings require ongoing conflict resolution; wearing a body-worn camera can help protect the officer and department from citizen complaints and liability by providing evidence of officer and citizen conduct. If body-worn cameras are deployed or authorized for use, there are several factors that should be considered:

- Departments should restrict the use of body-worn cameras to those issued by the agency.
- Clear direction is required pertaining to ownership of video, its release outside the department, and who has the authorization to disseminate video footage. In many states, this is now regulated by legislation and, thus, addresses this issue.
- Specific guidelines should be developed and communicated to officers regarding activities that require the camera to be activated, privacy considerations and handling instructions for the video.
- Retention schedules based on the type of encounter recorded (e.g. video captured during a field interview versus an assault that will be prosecuted in court).
- Review protocols with officers and supervisory staff. While body-worn camera footage is important for liability prevention and complaint resolution, it also has other important value. Periodic review by officers and supervisory personnel can provide critical environmental information to enhance safety and identify external factors used in deployment and enforcement decisions. Factors such as poor lighting, pedestrian concentration on sidewalks, line maintenance at establishments and outdoor seating violations are just a few areas that can be examined. Additionally, periodic review by a supervisor can identify exceptional performance by officers, identify issues for enhanced training and observe early indicators of behavior that may need intervention or correction.
- Some venue security staff wear body-worn cameras, adding another dimension of privacy issues and concerns.

TECHNOLOGY USE BY OFFICERS, VENUES AND DISTRICTS

CLOSED-CIRCUIT TELEVISION (CCTV)

■ CCTV provides on-going monitoring of nightlife districts including high risk areas such as crosswalks, parking lots and alleys. CCTV is an important component of CPTED and provides many positive benefits. It has the capacity to be leveraged in ways to enhance existing resources and play a key role in crime prevention by identifying issues prior to escalation and allowing officers to be dispatched to potential problem locations.

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■ CCTV will become more important as a force multiplier as the trend of cities being required to manage multiple nightlife districts simultaneously continues to evolve. Software that integrates public and private security cameras is an important tool for crime scenes and environmental factors.

INTEGRATED ID SCANNERS

■ Integrated ID scanners used by high volume nightlife establishments can link venues that share data of problematic patrons, screen gang members and document evidence for criminal investigations and prosecution. These devices are also important tools for police officers and security staff to screen for false identification to prevent underage drinking. This is especially true in nightlife districts that have college or military populations that attract large numbers of underage patrons.

DATA SHARING

■ Data access and sharing is expanding to assist officers and venue operators. In many cities, policies and regulations pertaining to nightlife operations are posted on websites that are accessible to officers and venue operators via smartphones, tablets, or other devices. The availability of this information increases transparency and allows all parties to review pertinent information in the field when questions arise. Further, by making the information available, operators have the opportunity to utilize specific data points in their own Standard Operating Procedures. Additionally, officers in many cities have direct access to reports, citations and venue history regarding violations when addressing concerns.

■

■ Listening to involved parties and reviewing relevant information when making decisions allows officers to follow procedural justice principles, which research has concluded helps build trust and legitimacy. This practice is expected to grow as more departments equip officers with smart devices and field reporting becomes a standard process. Until then, public safety departments should share as much information as possible about policies, procedures and practices with venue operators to enhance knowledge and improve understanding.

Using SARA and CPTED in Nightlife Districts

This sub-section was provided by the International CPTED Association.
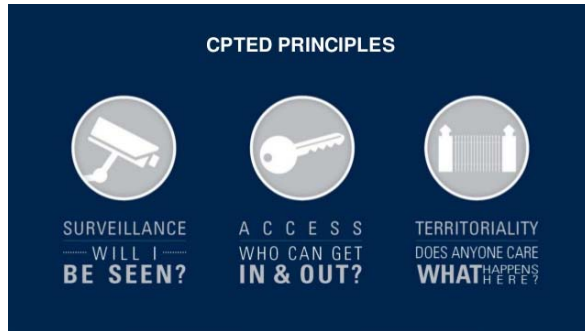
Crime Prevention Through Environmental Design (CPTED) is a methodology with more than 30 years of successful application in more than 20 countries of the world and, if implemented in an appropriate manner, reduces opportunity crimes, reduces the perception of insecurity and increases community cohesion in the territories where it is applied.

It is based on **five principles** that are universal but are applied locally. These principles are: natural surveillance, territorial reinforcement, natural control of access, maintenance and community participation.

The first principle of **natural surveillance** is understood as the ability to see and be seen. For this principle to apply, the urban environment must provide special conditions such as proper public lighting, avoid trap places and tend to the design of clear pedestrian visual fields. In nightlife districts, natural surveillance is fundamental since at night, the sorority factor combined with the reduction of visual fields can be favorable for an increase in the criminal opportunity.

The second principle of **territorial reinforcement** is defined as the sense of identity and affection that the inhabitant establishes with his environment and therefore cares for.

This manifests itself in, for example, the way municipalities and public authorities take care of a space, avoid vandalism and graffiti, as well as putting an identity stamp on it as the municipal shield among other possibilities.

It is very relevant for a nightlife district to implement the principle of **territorial reinforcement** since it gives a signal of care and public order and that an authority oversees the space. This would reduce the perception of insecurity of the users of a nightlife district, especially at night.

The third principle is that of **natural access control** and has to do with the way in which pedestrians move and how the pedestrian space and accesses of different scales can be appropriately designed in these pedestrian flow spaces. In nightlife districts, their access and exits will be relevant at different scales, not only at an urban level but also at each restaurant, among others.

The fourth principle is **maintenance** and refers to the design of sustainability strategies over time of the CPTED interventions that are made in the district. This strategy should answer such questions as: who will pay the bills for public lighting? Who oversees garbage removal? Who should ensure the maintenance of the painting of the facades and sidewalks?

Sociable City Guide
Public Safety and Policing in Nightlife Districts
-- 23 --
Responsible Hospitality Institute
www.rhiweb.org

# USING SARA AND CPTED IN NIGHTLIFE DISTRICTS

The fifth principle refers to **community participation** in all the phases of the CPTED strategy. Here the involvement of clients, commercial tenants, nightlife venues, customers and bystanders as well as local police among other actors is very relevant.

INTEGRATING CPTED AND SARA MODELS

A CPTED strategy has **four phases of intervention** that can correlate to the phases of the **SARA** model.

- **Diagnostic** phase (Scanning and Analysis),
- **Design** and **Implementation** phase (Response),
- and in the **Evaluation** phase (Assessment)

The CPTED interventions should be matched with the security, safety and crime control to achieve sustainable solutions in the objectives of social peace and public order. This is essential for the success of nightlife districts and to achieve high levels of development, fun, entertainment and vibrant environment for clients and users of the space.
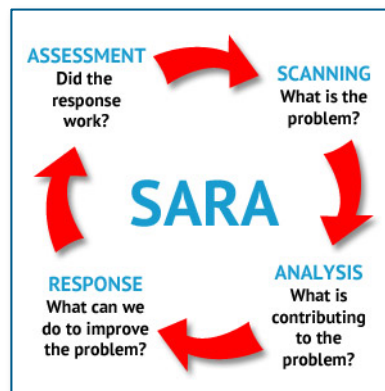
Documentation of Crime, Harm and Disorder

Evaluating the effectiveness of public safety approaches can be very helpful for continued funding and public support. Public safety indices that can be tracked and assessed are outlined below.

MEASURING CRIME

Key indicators of Part 1 Crime from the **FBI Uniform Crime Code** are a starting point for data collection.

This will include the following indicators adapted for nighttime-specific crime:

RAPE AND SEXUAL ASSAULT
- Rape
- Sexual Assault

ROBBERY
- Armed Robbery
- Aggravated Robbery
- Mugging/Purse Snatching

AGGRAVATED ASSAULT
- Assault with Weapon
- Assault without Weapon
- Hate Crime

LARCENY/THEFT
- Grand Larceny
- Petty Larceny
- Larceny from Motor Vehicle
- Burglary

MOTOR VEHICLE
- Theft of Vehicle

IDENTIFY THEFT
- Unauthorized use or attempted use of credit cards
- Unauthorized use or attempted use of checking
- Misuse of personal information

DRUG CRIMES
- Possession
- Sale or Distribution

STALKING/INTIMIDATIONS
- Stalking
- Intimidation
- Threats

ASSESSING THE IMPACT OF ALCOHOL USE ON COMMUNITIES

Social interaction can be enhanced by the effects of alcohol to lower inhibitions and move people from awkwardness to comfort. As the evening progresses into late-night hours, social interaction may be driven by increasing levels of impairment and intoxication from alcohol. This impacts judgement and physical control in the environment, increasing risk to the drinker and others in the venue or community.

DOCUMENTATION OF CRIME, HARM AND DISORDER

Measuring alcohol use and harm in communities is complex and requires researchers to determine the most appropriate and available data sources, and find creative ways of assessing the local-level impact of alcohol. The data source and indicator used will depend on three primary factors (Flynn and Wells, 2014.)[1]:

1. **Data availability** e.g. some communities may not collect certain data indicators
2. **The purpose of the research** e.g. to provide a community with descriptive data versus evaluation of an intervention
3. **Community support** to facilitate access to archival data or cooperation in primary data collection (i.e. survey) efforts

The wide variation in reporting crime and disorder in an active nightlife district, and any correlation to alcohol, makes a direct and consistent measure extremely difficult.

Instead, multiple measures can be used. Data analysts can operate under the assumption that late-night (after midnight) reported incidents in the nightlife district will have alcohol as a contributing factor. Some data will have a more direct correlation to alcohol involvement, such as a report of "place of last drink" in an alcohol-related crash or arrest. Other data may have an indirect though likely correlation to alcohol, such as call for police service to intervene in a fight taking place at a nightlife venue.

MEASURING HARM AND DISORDER

Measuring the association of harm to individuals or disorderly behavior provides a more direct association with high-risk drinking behavior and effects of alcohol intoxication in nightlife districts. The following are indicators to be monitored if information is available:

TRAFFIC INDICATORS	DISORDER INDICATORS
TRAFFIC OFFENSE	■ Intoxicated Person
■ Careless Driving	■ Pedestrian Violation
■ Reckless Driving	■ Underage in Possession of Alcohol
■ Aggressive Driving	■ Property Damage - Vandalism
IMPAIRED DRIVING	**SOUND DISTURBANCE TO RESIDENTS**
■ Arrest	**PROSTITUTION**
■ Crash with Injury/Fatality	**AGGRESSIVE PANHANDLING**
IMPAIRED PEDESTRIANS: INJURIES, FATALITIES	**CURFEW VIOLATION**
■ Arrest	**EMERGENCY ROOM TRANSPORT**
■ Injury/Fatality	
■ Hit and Run	

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[1] (Flynn, A., & Wells, S. (2014). Community indicators: Assessing the Impact of Alcohol use on Communities. *Alcohol Research: Current Reviews*, *35*(2), 135–149).

DOCUMENTATION OF CRIME, HARM AND DISORDER

MEASURING VENUE PRACTICES AND RISK MANAGEMENT
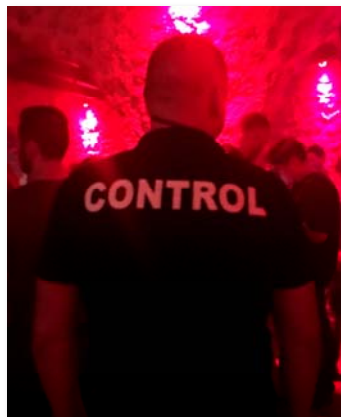
One substantial area of study can be directed to nightlife venues, their internal policies, training and practices, and external involvement with regulatory, public safety and compliance agencies. To measure change from any structured intervention, the following indicators can be collected and compared.

Additionally, the density of venues is an important planning consideration. Variables to consider with placement of nightlife businesses has traditionally been dependent on residential populations, which does not consider transient populations of tourists and students. Literature often cites the number of alcohol outlets per population, but does not necessarily distinguish between off-premise versus on-premise outlets.

DATA COLLECTION RELATED TO VENUES

VENUE INDICATORS & CALLS FOR SERVICE

- Fights or Disorderly Behavior
- Patron Theft of Property (E.G. Smart Phone)
- Crowd Management – Occupancy Violation
- Sound Management – Disturbances to Residents

PLACE OF LAST DRINK REPORTS

- Name of Venue – Frequency of Citations
- Blood Alcohol Level – Number of Drinks Consumed

TRAINING AND POLICIES

- Trained/Untrained Service Staff
- Trained/Untrained Security Staff
- Lack of House Policy on Safety and Security

VENUE DENSITY

- Number of active on-premise outlets in the defined boundaries of a nightlife district
- Concentration/spatial distribution of on-premise outlets
- Number of potential occupancy/available seats in a nightlife district's on-premise venues
- Rate of occupancy by residents, visitors and military populations

UNLICENSED VENUES AND PARTY BUSES

- Alcohol Service without License
- Underage Possession/Consumption
- Parking lot – Alcohol Consumption

Past, Present and Future of Nighttime Policing

While many promising processes have been developed and implemented over the years to improve public safety operations within nightlife districts, there are also ongoing challenges that have seen little progress and continue to be identified as barriers to greater levels of success. Likewise, new threats appear that require attention and consideration to keep venues and districts safe, secure and resilient.

TRAINING GAP FOR NIGHTLIFE SERVICE AND SECURITY STAFF

Service and security training continues to be a critically important factor in enhancing public safety in nightlife districts. For decades, leaders in all sectors of the nighttime economy have called for mandatory requirements pertaining to server and security training. However, there are still only a few states, and fewer local governments, that mandate this training.

As the threats posed by terrorism, targeted violence, and civil liability grows, it becomes more critical that steps be taken to address this significant gap. This is a key area where legislative intervention could benefit the industry and help increase safety. With recent events where hospitality and nightlife venues were targeted by active shooters, a clear and compelling case is presented demonstrating the importance and necessity of safety and security training. The current environment and all its challenges call for a transformation in safety and security protocols that go well beyond past practices. Public safety officials should continue to collaborate with business leaders and local/state representatives to elevate this discussion and seek opportunities to reduce this obvious gap that exists in the preparedness and prevention environment.

LACK OF AN EMERGENCY REVOCATION PROCESS

Another gap identified by many public safety officials that hinder their ability to address venue compliance involves current codes and ordinances dealing with the revocation of business license and ABC permits. Due to the overlap and conflicting roles and responsibilities which exist between local and state regulatory agencies in many areas, there is no clear pathway for public safety leaders to immediately address problem establishments that threaten safety, health, welfare and brand of the nighttime economy.

This dilemma often creates frustration and concern and leads to confrontation and conflict between law enforcement, other businesses and the offending establishment. While some cities have been successful at implementing emergency revocation processes, many must document and build common nuisance cases that could take months to accomplish.

During this time, additional negative behavior occurs, and more resources are required to reduce harm and disorder. Due to the success achieved by those cities who have passed these emergency revocation processes, that also provide due process to the business operators, this is a promising area where business

alliances and other collaborative networks could leverage the work of others to impact nightlife districts around the globe.

Additionally, an innovative approach identified during this project to address nuisance properties is associated with successful processes used by other cities to address gang and gun crimes. In this case, when problem businesses are identified, a call-in process is used, and members of the Public Safety Team meet with the owners/operators. Discussions occur surrounding the identified issues, resolution strategies, and consequences of non-compliance. The goal is to assist the business resolve its problems and clearly communicate the alternatives should corrective action not be taken to remedy the concerns. This type of focused deterrence has demonstrable success in reducing gun violence in various cities around the US. and has the potential to be applied in nightlife districts to address nuisance businesses. Further research is required to determine how successful it might be in this scenario; however, it offers a technique that does not require legislative or official action to implement.

NIGHTLIFE AS SITES OF TARGETED VIOLENCE

Current events around the world have demonstrated that nightlife districts are vulnerable to targeted violence due to many factors:

- Venues cater to the public and require an inviting and welcoming atmosphere which operates on open access
- In many cases there is a lack of visible, trained security or detailed screening procedures that limits preventive security measures to counter attacks, thus, allowing entry or close proximity to premises with firearms, explosive devices, or other weapons
- Nightlife districts offer large crowds in confined spaces with patrons who have a lower level of situational awareness due to substance use and carefree attitudes that offer mass casualties and maximizes global media coverage
- Attacks have the potential to cause economic disruption to an entire industry sector
- Nightlife districts can be targeted without a high degree of planning, organization, or support
- Nightlife districts offer limited proactive security measures to counter planned attacks
- In essence, they are soft targets that offer high rewards and limited risk for terrorist or criminal offenders

With this knowledge, public safety officials and business partners must expand their thinking regarding response to critical incidents. Most cities have adapted, in some format, their response protocols to address active shooters; however, incidents around the world have provided vivid examples of different threats involving **stabbings, explosive devices, and vehicle ramming attacks** that have been just as deadly as shooting.

Therefore, public safety officials should consider including senior venue staff members and security personnel in their Incident Command System (ICS) training and exercises. Building understanding and defining expectations prior to a crisis is critical to a successful resolution. While Run, Hide, Fight classes and

discussions surrounding emergency action plans are important, this often occurs in response to a serious incident and is seldom repeated until the next tragedy.

INCREASED INCIDENCE OF PRE-LOADING IN MIXED-USE SPACES

A trend impacting many nightlife districts involves the growth of mixed-use residential and commercial space. While this development helps to reduce impaired driving due to the ability of patrons to walk to venues, it is creating a troubling pattern involving pre-loading, whether with alcohol or drugs.

Some cities report that when residential units increase in the nightlife districts, so does the cases of young people pre-loading and then visiting bars and nightclubs. In these cases, individuals have been encountered with high BACs which create several potential problems associated with medical emergencies and sexual assaults. These issues are compounded when combined with pill parties that have been reported in cities with high concentrations of college students.

To address these issues and promote a safety and security versus enforcement philosophy, some cities are operating Stabilization Units to assist individuals who are highly intoxicated or under the influence of an unknown substance. In these cases, police officers or medical responders can transport the party to the Unit and release them to a trained medical professional. This provides for medical monitoring, frees the responders to return to their duties, and prevents the individual from entering the criminal justice system. Additionally, it offers follow up counseling or other forms of assistance should it be required.

While these Units offer benefit to the community and save time and money for responders and medical facilities, they do not address the root cause of this issue. Public safety officials, college representatives, substance abuse and medical professionals, and venue operators must take deliberate action to develop intervention strategies to identify and engage impaired customers to reduce risks and educate patrons about the dangers of mixing drugs and alcohol.

CONCLUSION

In our current environment, it is critical that public safety officials and establishment operators develop a more robust collaboration. This collaboration should include training and education surrounding workplace violence (warning indicators and intervention strategies); introduction to the Incident Command System, review and discussion of recent events in similar environments, review and modification of current emergency response plans based on current events, and table top and practical exercises.

While this may seem time-consuming and burdensome on the surface, if included in current engagement or networking activities, the time required is manageable. Furthermore, the time spent building relationships, creating trust and preparing and practicing response processes prior to an event will provide huge dividends should an incident occur. The time to meet key participants and contemplate response action is not in the midst of an incident. The time to prepare, prevent, collaborate and rehearse is *now*.

BUILDING BLOCKS FOR YOUR NIGHTTIME ECONOMY

FORM AN ALLIANCE

SOCIABLE CITIES REQUIRE AN ALLIANCE of diverse stakeholders to facilitate vibrancy and safety. Alliances play a critical role in guiding the evolution of a city's burgeoning nightlife by trendspotting, allocating resources and overseeing implementation of strategies developed by action teams.
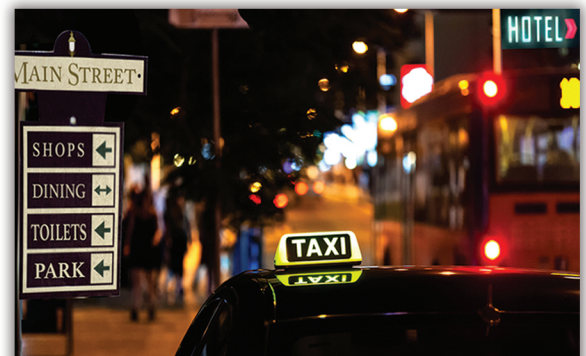

FORM AN ALLIANCE
RESOURCES | ACTION TEAMS

PLAN FOR PEOPLE

SMART GROWTH PLANNING for nightlife seamlessly facilitates use of hospitality zones at different times of day and for different purposes. High standards for quality of life and safe mobility options to/from and within the district requires foresight to plan and infrastructure to make it a reality.
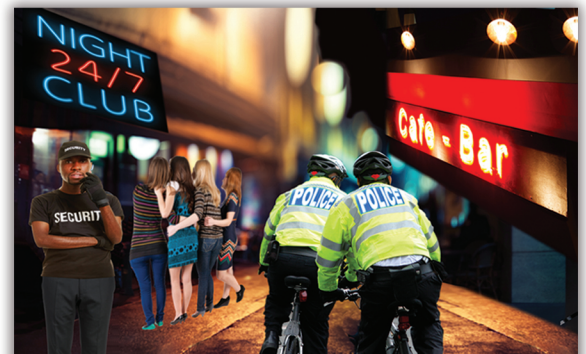

PLAN FOR PEOPLE
QUALITY OF LIFE | MOBILITY

ASSURE SAFETY

NIGHTLIFE SETTINGS ARE TYPICALLY HIGH-INTENSITY environments with complex dynamics and risk factors. A continuum of stakeholders, principal of which are police and venue security, are invested in protecting patrons from violence, sexual assault, theft, underage drinking and impaired driving.

ASSURE SAFETY
PUBLIC SAFETY | VENUE SAFETY

ENHANCE VIBRANCY

VIBRANCY IS CREATED BY A VARIETY OF SOCIAL experiences in bars, restaurants, cafes and live music venues. Spontaneous encounters in public space, such as in outdoor cafes, plazas, etc., also signal the vitality of a district.

ENHANCE VIBRANCY
ENTERTAINMENT | PUBLIC SPACE

THE VISION

RHI's vision is to assist communities in the planning and management of hospitality zones to create safe, vibrant and economically prosperous places to socialize.

THE MISSION

The success of RHI's services, events and projects is measured by its mission to:

- *Provide technical assistance that builds local capacity*
- *Incubate and share cutting-edge information and proven strategies on nighttime management*
- *Link a broad-based network of professionals who plan, manage and police nightlife districts*

THE NETWORK

Today, RHI's influence extends throughout the world. RHI services and events advance the professional development of nighttime managers and facilitates the creation of collaborative alliances to set policies that nurture and invest in the social experience of sharing food, drink, music and dance.

ACKNOWLEDGMENT

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ABOUT RHI

The RESPONSIBLE HOSPITALITY INSTITUTE (RHI) is a non-profit organization founded in 1983. Today, RHI's conceptual framework – BUILD AN ALLIANCE, PLAN FOR PEOPLE, ASSURE SAFETY, ENHANCE VIBRANCY – guides cities throughout the world investing in the nighttime economy. RHI's expertise has provided direct technical assistance to more than 70 North American cities to facilitate collaborative solutions to the most difficult nightlife challenges. Utilizing global insights and model practices gathered from dozens of cities and countries throughout the world, RHI is in a unique position to guide communities' nighttime economy development by sharing lessons learned and helping city leaders avoid common pitfalls.

SOCIABLE CITY

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