OPEN

Discussion Paper:

OPEN Sydney

Future directions for Sydney at night.

October 2011

2030

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Message from the Lord Mayor

"A truly functional world-class city caters for everyone and respects all of its citizens and visitors. It finds a balance and makes compromises so that everything works in harmony. It looks for the best outcomes for everyone and it does it in a sustainable way."

– Participant, Online Forum

This discussion paper "Open Sydney: future directions for Sydney at night", will help develop a policy to guide Sydney's night-time economy (NTE) over the next 20 years. The paper is based on what people have told us they want for Sydney's future and what research says is needed. It provides a series of options for the future of Sydney at night.

The NTE in Sydney includes all activity between 6pm and 6am, and is much more diverse than we may think. It includes dining, drinking, university lectures, shopping, call centres, art galleries, nightclubs, cultural institutions, night markets, theatre, hospitals, and many more activities.

The NTE is a key economic contributor to Sydney and the wider NSW economy. Food, drink and entertainment venues are the core of Sydney's NTE, and the estimated turnover of these in 2009 was $2.7 billion. Non-core NTE businesses (transport, accommodation, shopping, education) generated $12.4 billion of turnover in 2009. Combined, these account for 28.4 per cent of all jobs in the City of Sydney. Sydney's NTE is a key attraction for domestic and international visitors, shown by the large numbers of people on city streets after 11pm.

Challenges facing Sydney's NTE are many. They include managing the growing pedestrian numbers, introducing more diverse activities, managing residential and economic growth, tackling antisocial and violent behaviour, improving transport availability, improving public space design and servicing, cutting red tape and improving the governance of the city at night.

Doing nothing is not an option because of the potential risk to Sydney's reputation as a global city.

Done well, Sydney's NTE could be the best in the Asia-Pacific region, renowned for its unique dining, diverse shopping and culture, its tolerance and safety, its many pop-up events and its beautiful streets illuminated with artworks and creative designs all year round. Sydney could become known as the city that got it right, balancing the needs of residents and businesses to the benefit of both.

We have consulted widely to understand what people want in their night-time City. We have researched widely to better understand our City and what improves the functionality and safety of cities at night. This discussion paper considers people's aspirations along with the research evidence, and provides a selection of directions and options for action for the future.

Clover Moore MP Lord Mayor

The 11 key directions and options for action for Sydney's NTE by 2030 include:

01/ **Transport**
02/ **Diverse choices for a diverse population**
03/ **Public spaces (design)**
04/ **Public spaces (services)**
05/ **Sustainable growth**
06/ **Red tape and innovation**
07/ **Planning, licensing and the regulatory environment**
08/ **Tourism and "packaging" experiences**
09/ **Precincts and village centres**
10/ **Drinking culture**
11/ **Governance and benchmarking**

The City's aim is to deliver a world class, and most importantly, safe night-time economy which provides opportunity for all to participate.

A possible vision for Sydney at night in 2030 is one that is:

1. Connected

Where businesses connect to events, to each other and to Sydney residents, workers and visitors. With hubs that activate different city precincts. Where transport links precincts and outer suburbs, and continues throughout the night, and where digital access is available freely throughout the city, connecting people to what's happening around them at night.

2. Diverse

With later opening hours for shops, restaurants and cultural venues, and more no-alcohol activities attracting families, different cultural groups and older people into the city at night. Where new venues and activities emerge in underused spaces.

3. Inviting

With beautiful design, including lighting that brings the city to life at night, where spaces for pedestrians encourage strolling and exploring. Where streets are safe and free of violence, and where there is respect between visitors and residents.

4. Responsive

Where innovation is encouraged by reducing red tape, and where we listen to business and residents to improve the life of the city. With proactive, problem-solving teamwork with government and industry.

From our public consultation and research we recognise there is much work to do to achieve this vision.

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Introduction

The City of Sydney (the City) is developing long term policy for Sydney to guide development of the night-time economy (NTE) over the next 20 years. This discussion paper "Open Sydney: future directions for Sydney at night", has been prepared to help develop the long term policy. It provides an overview of what people have told us they want for Sydney's future, what the research says, and provides a series of options for the future of Sydney at night.

A final policy will be prepared after we receive public feedback on the directions proposed in this paper. The policy will be completed in the first half of 2012.

Why a night-time economy focus?

Both day and night-time economies are important to the life of Sydney. There are, however, significant differences in managing a city at night. The volume of visitors changes markedly in some areas at night, as does economic diversity, and what's open. These changes affect nearby public spaces and how they are used. Who comes into the City and why they come changes at night, as do the options for how to get across the City and back home. Behaviour changes at night – this is a time when violent crime and anti-social behaviour increases along with levels of intoxication. As Gehl and Gezmoe note[1], summer Copenhagen is a different city to winter Copenhagen. So too night-time Sydney is a different place from Sydney in the day.

Sydney's NTE has grown substantially, however much of the necessary infrastructure, services and planning have not kept pace. As with any global city, Sydney's NTE will continue to grow, and this discussion paper aims to provide a foundation to guide that growth.

Doing nothing to improve the functioning of the City at night is not an option because of the risk to Sydney's reputation as a global city.

Poor night-time functioning can spread and have an adverse affect on how a city functions during the day. Some daytime economies suffer when the night-time economy dominates leaving areas devoid of activity in the day. Some areas have a spillover of night-time activity into the day, with club patrons still on the streets at 9am. This lack of separation between day and night does not allow time for the city to refresh for daytime operations.

Improving the night functioning of Sydney will make sure new night experiences are better balanced with daytime activities.

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Our approach

The City of Sydney's development of a long-term vision for night, including this discussion paper is guided by two key programs:

–A public consultation program

–A research program.

The broad public consultation program accessed residents, visitors, business, industry, academia and government. It took place between 29 April and 17 June 2011, and included:

–A Sector Roundtable, involving senior government, retail, liquor and cultural representatives, with 18 participants.

–A Key Stakeholder workshop, involving leading industry and agency figures, with 39 participants.

–Five community forums, in the CBD, Kings Cross, Surry Hills, Newtown and Alexandria, with 104 participants.

–Eight street outreach sessions, where people on the street were surveyed in different parts of the City at different times of the day, with 333 interviews.

–An online forum, with nearly 7,000 unique visitors.

The findings of the public consultation are summarised in the City of Sydney: *Night-Time City Policy – Consultation Report*[2].

The City's research program has aimed to understand key areas of Sydney's night-time economy. It included the following:

–NTE Management: International Research and Practice – which provides a comprehensive review of the literature about which approaches are more likely to be effective in the night-time economy. Eminent UK based researcher Dr Phil Hadfield undertook this work for the City, one of the first pieces of work to integrate literature sources about the public domain and the NTE.

–Late Night Management Areas Research – Comprehensive Research. In March and December 2010, the City undertook two pieces of research to understand pedestrian volumes, congestion, migration, transport usage, area attractors, economic diversity and anti-social behaviour between 11pm and 5am on Friday and Saturday nights in the City's late night areas. Parsons-Brinckerhoff compiled the findings into a comprehensive report into Sydney at night – the first of its kind in Australia.

–Sydney's Night-Time Economy – A Cost Benefit Analysis. Undertaken for the first time in Australia, this work documents the economic benefits and costs of Sydney's nightlife. A consortium of UK-based Trends Business Research, Make & Associates and Dr Phil Hadfield along with Sydney based Longview Partners has undertaken this groundbreaking piece of research.

03

Definitions

What is the night-time economy?

The term, "night-time economy" was first coined in the 1990s to describe the large growth in economic activity at night across the UK[3]. While there is no clear definition of the NTE, Hadfield (2009:6)[4] describes it as "... the pursuit of night-time leisure or work activities outside the home and the hosting of leisure events in the home".

The City has used a broad definition of the NTE. It includes dining, pubs, university lectures and tutorials, shopping, call centres, art galleries, evening sports, street buskers, takeaway food shops, taxis, nightclubs, live music, street cleaners, service industries, accommodation, policing, security, cultural institutions, night markets, stock markets, public talks, harbour cruises, party boats, walking tours, live theatre, hospitals, casinos, gyms, pharmacies, brothels, supermarkets, outreach services and convenience stores, and more.

The City at night has a similar range of options to the daytime economy, but the balance between these changes dramatically, especially after 11pm. Our own research[5] has shown a narrowing of activity at night and a limited range of experiences available after 11pm. The chart[6] below provides a breakdown of the number of businesses open by time across Oxford Street, George Street South, The Rocks and Kings Cross.
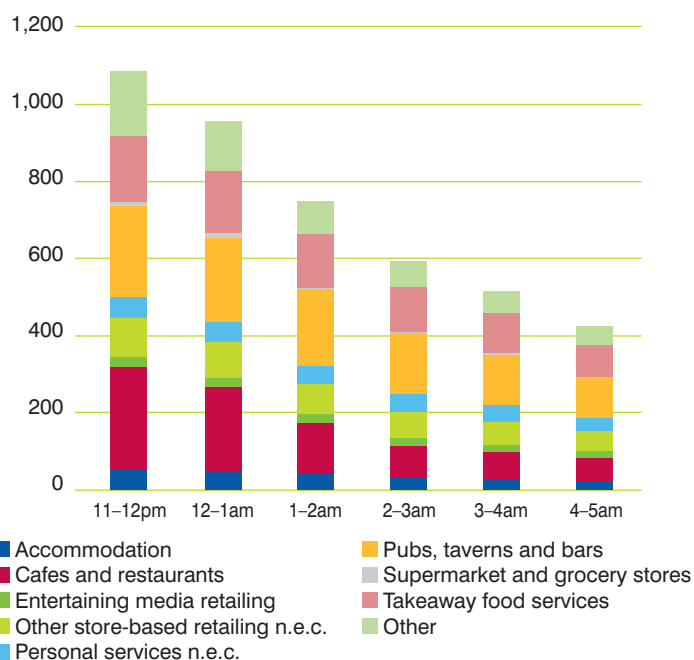
When is the night-time economy?

Different users access different activities at different times across the City. The University of Western Sydney's research into Sydney's NTE[7] has indentified the following distinct time periods:

−Evening economy: 9pm−11pm
−Night-time economy: 11pm−2am
−Late-night economy: 2am−5am

The City of Sydney has included a fourth earlier time, the "early evening economy" from 6pm to 9pm. The City would also extend the "late-night economy" from 2am until 6am.

Legend:
- Accommodation
- Cafes and restaurants
- Entertaining media retailing
- Other store-based retailing n.e.c.
- Personal services n.e.c.
- Pubs, taverns and bars
- Supermarket and grocery stores
- Takeaway food services
- Other

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Sydney's Night-Time Economy Now

What's in Sydney's night-time economy?

Places offering food, drink and entertainment are the core of Sydney's NTE. Non-core businesses providing transport, accommodation, retail, education and government services are active at night and some support the core NTE.

In 2009, there were an estimated 2750 core NTE businesses in Sydney recording 6.3 per cent in business growth since 2006. The main growth area was "Food" businesses, with restaurants, cafes and takeaway food businesses collectively seeing 10.2 per cent growth since 2006. "Drink" businesses such as liquor retail, pubs, taverns and bars saw a 7.8 per cent decline in business growth between 2006 and 2009[8]. The next table provides a breakdown of business growth:

Table: Comparison of 2006 and 2009 NTE LGA Sydney – Businesses and Employment[9]

Activity Type	Businesses			Employment		
	2006	2009	% Change	2006	2009	% Change
Drink	311	287	−7.7%	4,562	4,181	−8.4%
Entertainment	332	322	−3.0%	7,173	6,222	−13.3%
Food	1,943	2,141	10.2%	15,542	16,711	7.5%
Total	**2,586**	**2,750**	**6.3%**	**27,277**	**27,115**	**−0.6%**

Source: Combined FES/ABS 2006–2009 (TBR Ref: W4/Sec_7.2.1)

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There are 1900+ licensed premises in the City, about one-in-seven of all licensed premises in NSW. About 20 per cent of premises in the City are pubs and registered clubs, the majority (70 per cent) are restaurants and licensed cafes, small bars and karaoke venues.

After 11pm, the available activities decrease, and pubs, nightclubs and bars become the dominant venues. This is even more marked after 1am[10]. Unsurprisingly, the key attractors for people coming into the City after 11pm are nightclubs, pubs, restaurants and bars[11], as these are the few venues still open at this time. The table on the next page provides a breakdown of what has attracted people into Sydney at night based on surveys completed at night in March (phase 1) and December (phase 2) 2010. Interestingly, most people (23.7 per cent) indicated they visited Sydney to go to an entertainment facility (including theatre, cinema, and live music venue). The next most popular reason for visiting Sydney at night was for work (16.5 per cent), followed by people visiting bars (15.9 per cent).

Attractions/Activities

Legend:
- Night club
- Bar
- Entertainment facility
- Service establishment
- Hotel/hostel
- Work
- Other
- Can't say
- Refused
- Missing
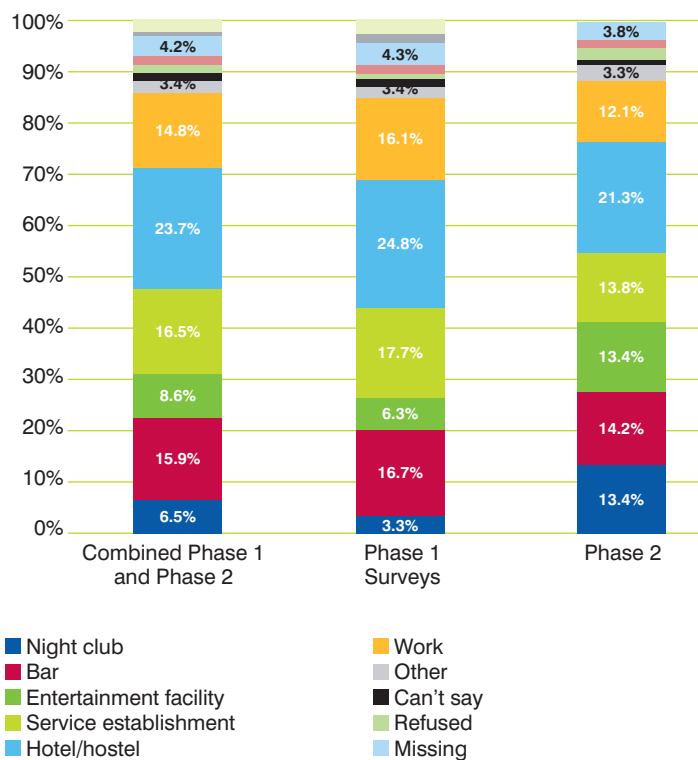
In our online poll[12] when asked "What other activities bring you to the City at night?" 56 people responded as follows:

- Live music, concerts, theatre, shows (21 people)

- Events, festivals, markets (13 people)

- Dining (eight people)

- Other (galleries and art exhibitions, small bars, the atmosphere, movies, shopping, parks) (14 people)

How many people use Sydney's night-time economy?

There are significant crowds on City streets after 11pm on Friday and Saturday nights, in some places equalling daytime pedestrian peaks.

The City's research[13] undertaken in March and December 2010 found that George Street and Kings Cross experience very high pedestrian peaks at night. The highest peak (7564 people an hour) was on George Street at midnight on a Saturday night in December, which is equivalent to the evening peak hour at Martin Place in summer.

While George Street is busier in December, Kings Cross appeared to be busy all year around. Kings Cross was far busier on Saturday nights, and George Street appeared busy both Friday and Saturday nights.

The table below shows top 10 places for people per hour for both March and December 2010 count periods.

Rank	Phase	Precinct	Location	Day	Hour commenced	Persons per hour
1	2 (Dec)	CBD South	George St at Central St	Saturday	12am	7564
2	2 (Dec)	Oxford Street	Oxford St (IGA)	Friday	11pm	6860
3	2 (Dec)	CBD South	George St at Central St	Friday	12am	6848
4	2 (Dec)	CBD South	George St at Central St	Saturday	11pm	6576
5	1 (Mar)	Kings Cross	Bayswater Rd between Kellett St & Ward Ave	Saturday	1am	5948
6	2 (Dec)	Kings Cross	Darlinghurst Rd south of Roslyn St	Saturday	1am	5880
7	1 (Mar)	Kings Cross	Darlinghurst Rd north of Bayswater Rd	Saturday	12am	5845
8	2 (Dec)	CBD South	George St at Central St	Friday	11pm	5832
9	1 (Mar)	Kings Cross	Darlinghurst Rd between Roslyn St and Bayswater Rd	Saturday	12am	5620
10	2 (Dec)	Kings Cross	Bayswater Rd east of Darlinghurst Rd	Saturday	1am	5400

Congestion is a problem on Sydney streets late into the night. Areas such as Bayswater Road and Darlinghurst Road in Kings Cross, Oxford Street, Darlinghurst and George Street, CBD South have significant crowding. Without enough footpath space, some pedestrians are forced into the road to walk up busy streets. As the numbers of intoxicated people increase, congestion can contribute to increased aggression. This is an important issue in planning for Sydney's future, as already some of our footways are at capacity. As Moore (2010:03) suggests, "… allowing drinkers more space in an environment may reduce harm"[14].

Who is accessing Sydney's night-time economy?

Sydney's NTE after 11pm is dominated by 15–30 year olds, with City research[15] showing that 74 per cent are in this age range. 20 per cent are in the 30–45 year range, with 6 per cent aged 45 and over. Interestingly, there appears to be a fairly even gender balance between men and women after 11pm, with 54 per cent men and 46 per cent women.

Many visitors to Sydney's NTE indicated that they were travelling to their homes in the City of Sydney local government area, especially the CBD, Kings Cross and Surry Hills. The Eastern beaches were the next most popular location. However visitors from across metropolitan Sydney were coming to Sydney at night including people from Campbelltown, Penrith and the upper North Shore. The above map shows where people are travelling home to on the night we surveyed them. Red indicates places where more than 100 people were going home and pale yellow indicates where only 1–5 people said they were returning home to.

Getting home

Transport availability is a key challenge in Sydney's NTE, with the options reducing significantly after trains shut down about 1am and are replaced by Night Ride buses. The frequency of public bus services also reduces, and taxi availability is hampered by the 3am taxi changeover time. The table below shows the preferred modes of transport home of people we surveyed in March and December 2010[16].

Transport mode from precinct to home	Combined Phase 1 and Phase 2	Phase 1 – March n = 651	Phase 2 – December n = 296
Bus	23.4%	24.6%	20.9%
Taxi	22.5%	23.5%	20.2%
Rail	18.1%	15.6%	23.9%
Private car	16.1%	15.4%	17.8%
On foot	15.5%	16.7%	12.8%
Bike	0.8%	0.3%	2.0%
Ferry / boat	0.7%	0.9%	0.3%
Can't say	1.4%	1.9%	0.3%
Refused	0.3%	0.3%	0.3%
Missing	1.0%	0.9%	1.3%

Economic benefits and costs of the night-time economy

As Australia's global city, Sydney accounts for 25 per cent of all economic activity. The economic contribution of the City's NTE is similarly significant.

The contribution of Sydney's NTE in 2009[17] was estimated as:

− $2.7 billion turnover for core businesses.

− $12.4 billion turnover for non-core businesses.

− $15.18 billion combined turnover for core and non-core businesses.

− 28.4 per cent of all jobs in the City generated by NTE core and non-core businesses.

− 7 per cent of all jobs or 27,115 jobs generated by core NTE businesses.

− 2,750 core businesses (including drink, entertainment and food businesses).

− 4,491 non-core businesses.

Core businesses in 2009 generated the following annual turnover in the City of Sydney:

− Drink led business − $425 million.

− Entertainment businesses (includes theatres, cinemas, etc) − $868.6 million.

− Food businesses − $1,408.5 million.

Food businesses are one of the core drivers of Sydney's NTE.

Some of the larger non-core businesses in 2009 generated the following turnover within the City of Sydney NTE:

− Accommodation − $668.9 million.

− Transport − $931.2 million.

− Public order and safety services − $226.1 million.

− Retail / Other − $3,956.1 million.

The NTE is not without its costs − including the impact of alcohol. The National Alcohol Strategy[18] and the draft National Preventative Health Strategy[19] note that each year an estimated 3200 people die from excess alcohol and 81,000 are hospitalised. Alcohol-related social problems were estimated to cost Australia $15.3 million in 2004/05.

The cost to the City of Sydney in managing and servicing the NTE was calculated to be approximately $30 million[20]. The cost of servicing included providing compliance officers, inspectors and rangers, waste and cleansing, development assessment, strategic planning, research and providing CCTV.

What is Sydney's night-time economy getting right?

One of the key questions the City asked the public, industry and government in our consultations was what they thought was working well in Sydney's NTE. The most popular and consistent responses included:

−The delivery of major events and outdoor festivals.

−The emergence of small bars and Sydney's dining culture.

−The use of a "precinct" or "village" approach to define, reflect and experience discrete areas of the City.

−Using consultation to guide our policy development.

People also thought Sydney was getting right the following:

−Increasing cycling activity and delivering cycleways.

−Providing peak hour transport.

−Policing Sydney.

−The City's energy efficiency measures.

−The ethnic and cultural diversity of Sydney's population.

−Activating hidden areas such as laneways.

−Using research to guide policy development.

−The City's services such as CCTV, cleansing and portable pissoirs.

−The City's improved streetscapes, footpath widening, upgraded parks and community facilities.

What can be improved in Sydney's night-time economy?

Transport was number one on peoples' list of improvements needed. Suggestions for improvement included 24-hour trains and buses or longer operating hours, increasing taxi availability and providing shuttle bus connections between night-time precincts. People thought there could be better connectivity between the City centre and metropolitan Sydney at night, and better access to parking.

The other key improvements people wanted included:

−More diversity of activities for all ages, not just for 18–25 year olds.

−Good-quality late night food and shopping.

−Creative lighting to beautify City streets and attract more people.

−More basic facilities such as public toilets.

−Addressing Sydney's drinking culture.

−Cutting red tape to encourage outdoor dining and innovation.

−Stronger focus on collaboration and partnerships.

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Key Directions for Sydney's Future Night-Time Economy

We need to find new ways to talk about our city at night. Traditional debates and positions provide the same set of limited options and mis-matched "solutions". Roberts and Eldridge[21] (2009:188) note that: "Specific models have come to dominate the way in which the city at night is understood, ranging from the modern-day nostalgia for sober and sedate European-style cities . . . to the 'add culture and stir' model which attempts to civilise town and city centres by simply opening late-night museums, libraries and galleries. These aspirational models are of value, but they are not firmly grounded in the ways that cities are inhabited and lived, nor do they recognise either the routines of some leisure practices or the spontaneity of others".

This section of the discussion paper moves beyond formulaic responses to capture the possibility of what a new type of city at night could be like.

The City will not be able to deliver a world-class night-time city by acting on its own. In some areas we have direct control, in other areas we can influence outcomes and in some areas we can voice community concern. We are acting across all these areas[22].

This next section is divided into 11 chapters detailing what people said they wanted for Sydney at night, what the evidence says about the most effective approaches, and the options for action to achieve these aspirations.

1. **Transport**
2. **Diverse choices for a diverse population**
3. **Public spaces (design)**
4. **Public spaces (services)**
5. **Sustainable growth**
6. **Red tape and innovation**
7. **Planning, licensing and the regulatory environment**
8. **Tourism and "packaging" experiences**
9. **Precincts and village centres**
10. **Drinking cultures**
11. **Governance and benchmarking**

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"We need high quality transport 24 hours a day."
– Participant, Key Stakeholder Forum

1. Transport

What people said they wanted

In our public consultation, people unanimously agreed that Sydney in 2030 must have significantly better transport. The key improvements people wanted were:

- **More public transport through the night**
  This was seen as essential for City visitors, residents, and workers in the NTE. People wanted safer, cleaner and more frequent transport within the City, and connecting the City Centre to wider Sydney. This included affordable tickets, integrated fares, and the use of trains, light rail and buses. People felt transport options were poor especially between 1am and 5am.

- **New transport routes connecting precincts**
  People asked that Sydney by 2030 have cross-suburban transport to connect evening and night-time destinations. Many people said they wanted to get to other precincts, but this was difficult to do directly without going through central Sydney. Some suggested late night venues should provide transport.

- **Better taxi management**
  People said taxis could not supply all their transport needs after 1am, and many people wanted the 3am taxi changeover time sorted out. Some suggested taxi rank management could be improved.

- **More bicycle lanes and bike hire**
  Extending the City's cycling network and providing bikes for hire was seen as a partial solution to transport in the NTE.

- **Parking**
  Access to parking was seen by some as important for future growth in the NTE, especially parking for workers at night, and for older people.

What the evidence says

Getting home safely after an evening out is a prime requirement for any NTE. So too is the ability to move easily around the centre on foot. Growth in NTEs depends on corresponding growth in transport and infrastructure.

As Hadfield (2011:162) notes: "Poor availability of late night transport means people are required to spend longer in nightlife areas after bars and nightclubs have closed, and leads to frustration and competition for scarce transport resources and also the use of unsafe methods returning home".

Recent research by the University of Western Sydney found 58 per cent of people surveyed were not satisfied with public transport in Sydney at night, and wanted more bus and rail services. Only 20 per cent of those aged 45 and over were satisfied with taxi availability. Younger people aged 18–24 were more likely (48 per cent) to be satisfied with taxi availability at night[23].

Many cities have tried to improve late night transport by creating late-night bus services aiming to ensure driver and passenger safety. In some places these have been funded by nightclub owners (The Netherlands)[24], or via partnerships between councils, police, transport providers and venue operators[25]. Making sure that onward transport was available at the end of bus routes was seen to be essential to prevent spreading anti-social behaviour. According to Hadfield (2011:157)[26] measures seen to be effective in increasing transport use and safety included: "... improving street lighting, CCTV cameras and the introduction of security staff to manage queues and assist customers."

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"3am taxi changeover is one of the worst times to be on the streets at night."
– Participant, Online Forum

With the exception of New York (where the subway runs 24 hours a day), many train systems in large cities close around midnight. Security for staff and passengers is a key issue on night-time rail services, with Cooper (2005)[27] noting that "... staffing awareness and fear for personal safety had resulted in largely unsupervised evening rail operations, with revenue control and policing limited to 'gangs of inspectors' rather than the series of barriers and staffed stations during the daytime."

This reflects what happens at many train stations across Sydney at night. While 24-hour train servicing may not be viable, an earlier starting time on weekend mornings (starting at 4am) could have a significant effect. This must be coupled with adequate security for passengers and links to taxis and local buses at key metropolitan stations.

Access to taxis is an issue in many cities, not just Sydney, with safety is cited as a key factor by many taxi drivers. A study for the UK Department of Transport[28], found driver safety was improved by in-vehicle CCTV, driver screens or shields, CCTV cameras near ranks, conflict management training for drivers and security marshals at taxi ranks. In some areas taxi marshals are linked by radio to police and CCTV camera control rooms. Originally used in New York City, and now spread to the UK and Australia, having taxi marshals at ranks was found to increase passenger and driver perceptions of safety[29].

Places with extensive and long term cycling networks such as The Netherlands are now facing a shortage of bicycle parking. Late night areas in Amsterdam are particularly affected by a lack of parking for the thousands of bicycles clogging public footways[30]. Sydney may need to factor in more parking for cyclists to accommodate growth in day and evening economies.

Places with integrated approaches to city and precinct dispersal at night were more likely to be effective, according to the literature. For example, Glasgow's "Night Zone – Safer Transport Initiative"[31] integrated increased taxi rank capacity, dedicated night bus stops, a linked radio network between venues, changed traffic sequences to manage pedestrian congestion, bus and taxi marshals, public help points, signs to public transport and more public transport information. Edinburgh used a similar model[32]. These integrated approaches show that transport cannot provide all the solutions. As Hadfield (2011:165) notes, "... transport measures should be seen as one, albeit very important component in wider programmes to promote and support safer nightlife".

"Good transport between suburbs allowing rapid movement of people frompoint to point."

–Participant, Newtown Community Forum

Options for action

More and better public transport

– More frequent public transport at night, including buses and trains.

– Later or 24-hour public transport including light rail, trains and metro buses on key routes to greater metropolitan Sydney.

– Ensure that all public entrances to train stations are open when trains are running.

– Extend light rail into Central Sydney, Glebe Point Road, Hickson Road, Oxford Street and Green Square. This includes the George Street Transformation project, which will change the street into a pedestrian, light rail and shopping boulevard[33].

– Better, more accessible information about transport services. May include digital information in public spaces and private venues, with real time next train / next bus information. This should be a priority for areas such as George Street, The Rocks, Circular Quay, Kings Cross, Oxford Street, Newtown and Green Square.

– Integrate fares and ticketing, where one ticket can be used on all forms of transport – including pre-paid taxi fares.

New transport routes connecting precincts

– Safe, clean and frequent buses connecting precincts across the City from 8pm.

– Safe, clean and frequent buses connecting precincts with central transport hubs.

Better taxi management

– Increase the supply of taxis, especially after 1am on weekends.

– Ensure that taxis can legally pick up and set down passengers across the City, especially after 11pm.

– Improve skills and accreditation of security staff at "secure taxi ranks" to improve queuing and aggressive behaviour management. Introduce identity checks and prepayment at taxi ranks with security staff.

– Improve access to pre-paid taxis at transport hubs across metropolitan Sydney, and investigate the use of an "Opal" card to pre-pay taxi fares

– Consider mandatory pre-paid taxi fares after 11pm.

More bicycle lanes and bike hire

– Install more late-night bicycle parking points and stations.

– Publicise connections between cycle routes and night-time experiences.

– Spread information about riding at night and the law about riding while intoxicated.

Parking

– Establish parking controls outside live music venues, and create temporary loading zones to enable bump in/bump out of equipment.

– Review parking controls in shopping strips to attract more customers by allowing 4-hour parking in the evenings.

– Review parking controls near cinemas, theatres and dining (commercial and mixed use) areas to allow 4-hour parking.

"Close down the streets to create dedicated routes for public transport and cyclists."
– Participant, Industry Innovators Forum

Three things that are already being done to improve transport

– City of Sydney has created new secure taxi ranks. Ten taxi ranks are now managed by security marshals (funded by Transport for NSW). The City has created new part-time ranks and 1-minute drop-off zones in night-time areas to increase access to taxis. In 2011 the City installed about 100 new signs to transport points in late night areas.

– The City is developing a Draft Transport Strategy and Action Plan as a framework for government action to increase transport and access in the City[34].

– The NSW government reintroduced the Eastern suburbs Night Ride service between Central and Bondi Junction on Friday and Saturday nights after 1am, and will double Night Rider bus service frequencies in some areas, with new services to Richmond. About $7.6 million has been earmarked by the NSW Government for Night Rider services over the next four years[35].

"There is a definite lack of after work shopping availability in the city after 6pm (supermarkets excepted). Sometimes it feels more like a country town."

– Participant, Online Forum

2. Diverse Choices for a Diverse Population

What people said they wanted

In public consultations, people thought more diverse night-time options were important for Sydney's future. They wanted a greater range of options at different times of the night, across different parts of the City that would appeal to older and younger people and family groups. Affordability was essential for many age groups.

People saw diversifying the options as a way of transforming the current youth and alcohol-centred focus and as a desirable end in itself. Older and young people noted they didn't always feel included in the life of the City and that this had a lot to do with the poor choices on offer. People said they would engage more at night if there was more choice.

The key diversity improvements that people wanted to see in Sydney by 2030 are:

– **Later trading for shops and services**
Support for later shopping was very strong. People didn't necessarily want to shop for clothes at 1am, but they did want to be able to shop after 6pm. Many people suggested changing opening times from 9am to 11am to allow later trading.

Shopping until at least 10pm is available in most Asian cities, and the increase in Asian residents and tourists will increase expectations for this in Sydney. People mentioned late shopping in Montreal, Los Angeles, Barcelona, Buenos Aires and Milan's 'Notte Bianca' – White Night, where shops are open 24 hours.

Some people wanted a better "experience" such as bookstores open late to host author talks with wine, food and book signing (as is done by Gleebooks).

There was also support for later services such as 24-hour pharmacies, gyms, supermarkets, hairdressers, grocers, health services and child care. These would cater to the City's increasing numbers of residents, people working later, and domestic and international visitors. Some people wanted fewer convenience stores.

– **Later trading cultural institutions, venues and "pop up" culture**
Access to cultural institutions such as art galleries, museums and libraries during the evening was seen as important. Many people mentioned the good night programs already offered by the Art Gallery of NSW and the Australian Museum as examples to follow every week. People also mentioned "White Nights" in European cities where cultural institutions are open for 24 hours once a year, as something Sydney should explore. People wanted cultural experiences outside traditional venues, including video art and other artforms in shop windows, especially in spaces closed or vacant at night. Other suggestions included more culture and art in public spaces, more late night programs in City libraries and more use of facilities underused at night, such as Town Halls. Pop up art, film and other forms of culture were popular ideas[36].

– **More entertainment options**
People felt the live music on offer in Sydney was limited and wanted more options. Some thought noise restrictions discouraged live music, others blamed a lack of venues. Some suggested we should encourage more "pop up" live music in public spaces and parks to make the city more interesting. Others suggested monthly "gigcrawls" to showcase live music venues.

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"I often would like to get something to eat on the way home but everything is locked away in the ground floors of office buildings."
– Participant, Online Poll

Access to cinemas after midnight, rooftop cinemas and cinematheques were suggested.

People wanted options for dancing outside nightclubs. Several noted how amazing the Trocadero nights were during Sydney Festival in 2011 and suggested we should have more. They felt this would be more attractive to older people, giving a reason to come in to the City at night.

Late night dining
Many people noted it was difficult to get a restaurant meal in Sydney after 10pm. Some wanted more access to quality casual dining and many said they'd like to see mobile food trucks providing high quality food at different places during the night.

People also wanted coffee after hours, pointing out that most CBD cafes were closed by 5pm and it was difficult to get decent coffee and cake after the theatre or a show.

Other people liked the night noodle markets in Chinatown and Hyde Park during the Crave Food Festival, and said that they wanted more of this type of dining as a regular feature. Many said night food markets added to the street life of Asian cities and wanted these in Sydney. Some people said they would like to see fewer take-away food premises and more emphasis on 'sit down' dining.

Small scale licensed venues
There was strong support for small bars and similar small venues. People didn't want "big" to be the only option and felt smaller venues provided a space to be able to talk, drink and eat in an intimate setting where older people were more comfortable. People wanted well-designed venues with interesting spaces to encourage socialising. Many mentioned small bars in Europe, South America, New York and Melbourne as good examples for Sydney.

Unusual options
People wanted diverse, unusual and authentic experiences in their city at night. This included ideas such as bringing back the Kings Cross Bed Races, more concrete ping pong tables in parks for night-time tournaments, spaces for political debate and discussion and well-lit playgrounds for parents and kids to play together at night.

DIY venues in underused spaces
People wanted underused spaces activated at night. This included live music and performance in car parks or libraries, access to shopfront windows for art installations, markets and night picnics in parks, the use of the Newtown tram shed and the City's town halls for interesting programs. Some suggested putting floating cafes and bars in the Harbour at Circular Quay.

More outdoor seating
Despite our temperate climate, many people felt Sydney did not take as much advantage of outdoor dining as do European or Asian cities. They wanted more outdoor dining, especially in the City centre and precincts, for longer hours and with less red tape for outdoor dining approvals.

"At midnight, we should be able to eat dinner or visit a bookstore."
– Participant, Thought Leaders Focus Group

What the evidence says

Successful night-time cities should offer an interesting choice of leisure and entertainment for a diversity of ages, lifestyles and cultures, including families. They should contain a rich mix of public and private attractions, and should be vital places day and night.

Cities seen as unsafe and with little diversity of options at night are avoided by the broader population, and this consolidates the limited range of options available. As Hadfield (2006:135) notes, "… the growth of the night-time high street (at least in its present guise) appears to have made our urban centres less accessible to the majority of citizens". This would appear to be true in some parts of Sydney after 11pm, where 74 per cent of visitors are aged 15–30 years, and options are limited to drinking, takeaway food or convenience stores[37].

Marion Roberts (2006:337) notes that many UK reports advocate more diverse NTEs, but few have achieved this as the reports fail to set out how diversity can be achieved. She notes that people over 35 are still deterred from going out: "... yet their absence means that the types of cultural activities they would tend to support, such as gallery, library or museum visits do not attract sufficient people to enable them to open for longer hours."[38] Clearly, this is changing in Sydney with many people attracted to the evening programs at the Surry Hills library, Australian Museum, Museum of Contemporary Art and Art Gallery of NSW.

Research by Eldrige and Roberts (2008) found that study participants "... wanted to access the kind of nightlife where they could feel at ease in a friendly, though not necessarily sober, social environment" (cited Hadfield 2011:190). Diversity of options for locals is fundamental to the success of leisure and entertainment precincts, as this diversity also attracts tourists who "... increasingly seek an authentic experience" in areas which are also attractive to local people.[39]

Many global cities have well-established late shopping precincts. This is marked in Asian cities and towns as well as many US, South American and European cities. Bogota, Columbia is mixing art and retail in a new push to bring local art to a broader audience[40].This extended shopping creates a viable transition from daytime to evening economies and, by encouraging office workers to stay in the city and precincts later, reduces transport congestion at peak times.

In centres without established late shopping, various schemes have helped develop an evening economy. Hadfield (2011:191) notes "Alive After 5" in Leeds, where shops stay open until at least 7pm on Thursday, Friday and Saturday. This is accompanied by lighting installations, live music, ice skating and a German Christmas market, and successfully draws office workers into the city at night for longer periods.

European cities have had more relaxed opening hours for cultural institutions for many years, with evening viewings and exhibitions in galleries a standard practice. This is complemented by annual events such as the "White Nights". In 2007, Nuit Blanche in Toronto generated $9 million and attracted over 800,000 visitors to the city, and the Italian Notte Bianca in 2005 cost €3 million to run, but generated €30 million[41]. The UK adaptation "Light Night" has spread to Belfast, Birmingham, Kirkcaldy, Leeds, Liverpool, Nottingham, Sheffield, and Perth[42]. Helsinki celebrates late opening cultural institutions and bookshops annually with "Night of the Arts". Sydney's Vivid Festival in winter is a local example.

As well as its cultural and social benefits, live music helps the economy. In Victoria, live music venues added $501 million (gross state product) to the state economy and increased the number of full-time equivalent positions to 17,200[43].

Providing more diverse attractions and more "routine" activities (visiting a supermarket, chemist, hairdresser or gym) into the evening and night bring a broader population into the City. As Hadfield (2006:135) notes "… it is widely assumed that the very presence of socially and culturally diverse crowds may serve to 'normalise' the on-street environment …" A good example of this is Sydney Festival First Night or New Years Eve, when there are diverse crowds on the streets but few serious crimes. There is a strong police presence on both nights, but not enough to account for all the good behaviour.

A Rowe (2008) notes, "Managing diversity is not easy, but it is preferable to coping with urban desolation or the consequences of mono-leisure culture"[44].

Options for action

Later trading retail and "services"

– Develop a Retail Action Plan for the City, and support precinct late shopping programs such as "Shop Local".

– Support extended trading in events such as Christmas, and explore extended trading during Chinese New Year, Sydney Festival and other landmark events.

– Support retailers to extend their trading hours via easier amendments to their development consents.

– Support new retailers by automatically granting extended retail hours to encourage late trading.

– Support retailers to trade later each night to test the demand from shoppers.

– Ensure new developments create ground floor shops that trade into the evening, rather than closing at 5pm.

– Later trading cultural institutions, venues and pop-up culture.

Develop a Cultural Policy for Sydney

– Support cultural venues by promoting what's happening at night to drive more people into these venues.

– Help cultural venues connect with surrounding shops, restaurants, pubs and bars to provide mutual business support and growth.

– Consolidate extended cultural opportunities through support of key events such as Christmas, and explore opportunities for extended trading during Chinese New Year, Sydney Festival and other landmark events.

– Support artists to generate artworks in vacant City properties and activate shopfronts with displays that add appeal day and night.

– Work with property owners to support artists to display works in property windows, bringing a year-round changing gallery of art to City streets.

– Work with property owners to creatively and sustainably light building facades. Provide workshops with lighting experts for property owners.

– Increase late-night programming in the City's libraries to at least once a week in peak seasons.

– Engage young people (especially disadvantaged youth) in the NTE cultural life of Sydney with specialised introductions to landmark events such as Festival First Night.

–Provide grants to help small arts and creative organisations deliver and promote their ideas and events in Sydney at night.

–Create a roster of spaces (both private and public) available for arts and cultural performances.

–Consider a new grants category to fund "pop-up" events.

More entertainment options

–Promote more live music by connecting venues with event promoters and musicians via a "Live Music 101" workshop hosted by the City.

–Advise venues about noise and other rules for playing live music.

–Create parking controls next to live music venues to enable equipment bump-in and bump-out at night.

–Support live music, cinema and "pop-up" programming in public spaces and parks with a "Pop-Up Events 101" workshop hosted by the City. This would give events advice to musicians and promoters plus information about access to grants.

–Work with local music schools and colleges to put live music for new performers in public spaces.

–Establish late-night busking areas and design public spaces to allow busking and other live performances. Minimise disruption to residents by selecting appropriate locations.

–Support the development of a website where live music listings can be uploaded in real time.

–Work with the music industry to develop a database of musicians, event promoters and venues large and small to better coordinate the growth of live music.

Late night dining and outdoor dining options

–Work with the NSW government to find ways to enable later dining, including transport home for restaurant staff.

–Increase opportunities for late-night food markets in parks and public spaces, building on the success of the Friday night Chinatown markets. Look at expanding produce markets into the evening to test their popularity. Look to Paris and New York's growing flea market scene[45]

–Help promote Sydney as an international dining destination.

–Consolidate extended dining opportunities by supporting key events such as Christmas, and explore ways for extended trading during Chinese New Year, Sydney Festival and other landmark events.

–Help create a "Food truck" culture in Sydney streets to provide mobile, high quality food in underused spaces day and night, and at festivals.

–Consider "caps" or "anti-clustering" policies to cut back on the proliferation of takeaway food venues trading late into the night.

–Create an Outdoor Dining Policy for the City that delivers a balanced expansion of outdoor dining, especially into Central Sydney.

–Consider reviewing outdoor dining operating hours. Later hours could be allowed if the premises are not near homes.

–Survey residents, diners and venues about smoking in outdoor dining areas. Work to bring NSW in line with other states where smoking in outdoor dining areas is not allowed where food or drink is being served. Keep an option for outdoor spaces where smoking is allowed, but not in conjunction with eating or drinking.

"Also gallery nights in Amsterdam and Berlin are amazing where all the galleries open their doors til the really late and have drinks, nibbles and music – very cool."

– Participant, Online Forum

Small scale and "fine grain" venues

- Expand fine grain and laneways activation beyond Central Sydney to all City laneways and small areas to create more diverse and interesting venues.

- Continue to support small bars and advocate to the NSW Government for an "On-Premises Small Bar" liquor licence for venues with 120 patrons or under.

New uses for underused night-time spaces

- Bring rooftops alive with restaurants, bars and cinemas, especially in commercial areas. Minimise impacts on surrounding residents.

- Investigate options for performances in underused spaces such as underground train stations or forecourts of government buildings.

- Work with the commercial sector to activate vacant tenancies with pop-up shops, restaurants or art galleries. Jointly develop an "expression of interest" process to enable this to happen quickly.

- Increase evening activities in the City's over-55s programs, linking with festivals and events lending themselves to an evening outing.

- Improve access to City facilities at night to enable people to do something interesting in our halls and centres.

- Increase access to all public and commercial recreation facilities in the City including gyms, basketball courts, skate parks, pools and improve frequency of evening recreational opportunities.

More employment options via later trading hours

- Partner with key industry sectors to identify employment and skills shortages in the NTE, and work with industry, NSW government, City Youth Services and other stakeholders to ensure that young people are able to access jobs in Sydney's NTE. Explore options in the service and food and drink industries, and deliver career pathways for aspiring chefs to secure Sydney's place as an international dining destination.

Three things that are already being done

- **On the opening night of the City's Art & About 2011 program, nine cultural institutions opened later. Art & About activated public spaces day and night with art.**

- **The City set up a Retail Advisory Panel to work with government, key retailers and associations in the City.**

- **The City is activating its own vacant shopfronts with pop-up art installations on Lower Oxford Street and developing a process to let Food Trucks take to Sydney streets by summer 2012.**

3. Public Spaces (Design)

In our consultations people said they wanted a City after dark that was well activated, desirable to walk in, and not just well designed for night, but creatively and beautifully designed.

Design improvements that people wanted in Sydney's public spaces at night by 2030 included:

– Creative and functional lighting
People wanted a lighting design strategy that made Sydney's streets more enjoyable and used sustainable energy. Some people referenced the success of Vivid, Sydney's winter light festival which attracted a truly diverse crowd into Sydney in the middle of winter. People suggested the use of lighting as art, projections onto public and commercial buildings year round as part of the normal fabric of city life. Some also suggested improved lighting generally in dark spots across the City, with consistent lighting levels for different areas. People said improved lighting would help them feel safer in the City at night.

– Better wayfinding
Being able to navigate the City at night (and day) was seen as important. People felt that improving Sydney's signs would help to manage the movement of people, especially in crowded areas. It would also entice people to visit other areas and attractions.

– Improved pedestrian experience
In several forums, people mentioned the "passeggiata" the Italian custom of an evening stroll with family and friends. People said they wanted a city that catered to pedestrians with experiences along the way to attract people through the city streets. Suggestions for attractors included night markets, hawker stalls and food trucks, interesting free pop-up events, as well as beautiful lighting displays. People also wanted more places to be able to sit down, either in public spaces on council street furniture or in venues with outdoor dining. Some people said managing street congestion at night was important, especially as pedestrian numbers will grow. Being able to have a drink of water from a network of bubblers should also be part of the pedestrian experience.

– Activation of "dead" spaces
Some people said there were many "dead" and unused spaces that could be activated to improve the enjoyment of public areas. People suggested laneways, parks, and car parking stations as places needing more activity. People felt that this would add to the "walkability" of Sydney at night, improving overall feelings of safety.

– Quality architecture and improved street frontages
Improving the look of street frontages in Sydney was seen as important by some people. They said public spaces would feel more appealing and safer if the buildings near them were more thoughtfully designed. The quality of architecture was raised as was the need for cosmetic changes to buildings facing the street. The roller shutters in Redfern Street and the jumble of styles on Darlinghurst Road, Kings Cross were singled out.

People suggested new developments should include shops on the ground floor to help activation and cited Holt Street, Surry Hills, as a good example of how this can transform an area both day and evening.

What the evidence says

Successful cities are active and alive during the day, as well as in the evening and night. They contain a blend of activities which overlap and encourage people to mingle and attractive places where form and function are in balance. They respect and reinforce the character and identity of the area – its buildings, structures and features. They demonstrate flair and imagination in all aspects of design for the night.

Public spaces in the city at night are "co-produced" via the way they are physically arranged, the activities adjacent to them, the people who are in them and the way in which they are regulated and managed.[46] These elements are important as they are part of the "environmental backcloth" [47], comprising street layout, building design, how people interact with the built environment, the reputation of the place and space and locations of licensed venues, shops and other businesses. The form and balance of these elements are important, as combined, they shape public spaces, but more importantly, guide individual behaviour in those spaces. As Hillier and Hanson (1984)[48] note it is the architectural structuring of spaces which creates the preconditions for patterns of movement, possibility of encounters and avoidance.

Lighting plays a key role in helping cities develop and reinforce their unique identity. Many cities, according to Hadfield (2011:190) are "... looking for lighting solutions that are not just made up of mundane illumination exercises, but that also contribute to the identity of the city". Some cities like Paris and Hong Kong incorporate beautiful lighting into the regular experience of the city. Good lighting also affects the sense of safety and security, and there is significant evidence recognising lighting as a crime reduction tool[49]. Recent research by

the University of Western Sydney[50] found that footpath lighting made women feel safer than men in Sydney at night. The City of Sydney is already installing creative and functional lighting in places such as Mary's Place in Surry Hills and under the Western Distributor in Ultimo. Kimber Lane in Chinatown will be the next location for permanent creative lighting integrated into the design of the space.

Overcrowding of footpaths is a growing challenge for many cities at night (and day). This is especially important in areas where crowds are more likely to be intoxicated, where the "... physical characteristics of the environment, those that increase crowding, such as narrow thoroughfares and unregulated queues, contribute to harm". (Moore:5)[51] Moore notes that providing more space in very late trading areas with intoxicated people may help to reduce harm, as people who are intoxicated use public spaces in different ways and need more room to move. This requires careful consideration of the location of queues, areas for smoking, taxi ranks and garbage bins in late night precincts to ensure that there is adequate space for pedestrians to move at night.

Active frontages are important as they provide a more welcoming environment for passers-by and enable passive surveillance. These include premises which have displays or chairs and tables on the street, good lighting, interesting window displays, and contain elements of design which "... combine to add visual interest, diversity and activity to public areas."[52]

"Martin Place is an amazing urban space that is underutilised."
– Participant, Online Forum

Options for action

Creative and functional lighting

– Work with private and government building owners to introduce sustainable and creative lighting of building frontages year round to create a more interesting City at night.

– Deliver workshops with lighting specialists to work with property owners to light property frontages year round.

– Improve the lighting of public art installations and monuments to ensure they can be enjoyed by day and night.

– Install special lights in George Street as part of the "Transforming Sydney" project to improve the street experience day and night.

– Review street lighting levels in key areas, streets and laneways in Kings Cross, Surry Hills and other parts of the City.

– Create more lighting in key parks to improve usage in the evening (until 10pm) for picnics and other low-level activities.

– Consider energy-saving lighting triggered by movement on park paths and on some cycleways not lit by existing street lighting.

Better wayfinding

– Install integrated signs for both day and night to improve wayfinding across the City.

– Deliver new high visibility signs for late night transport infrastructure.

– Create late night wayfinding that incorporates elements of public art and guidance – for example projections at weekends guiding people on preferred paths, with a digital interface.

Improved pedestrian experience

– Close George Street to traffic and deliver light rail as part of the "Transforming Sydney" project. Improve the pedestrian experience on one of the busiest streets in Australia through good design, more seating, outdoor dining, better retail links, public art and "pop up" activities.

– Manage congestion by piloting "Designated Outdoor Smoking Areas" (DOSAs) where people can stand in a cordoned-off area to smoke, enabling pedestrians to move along the footway more easily.

– Manage pedestrian congestion on late-night streets by trialling retractable bollards for queue management outside nightclubs.

– More seating on pedestrian routes across the City, incorporating lighting for night-time use.

– More water bubblers along pedestrian routes.

– Examine "pop-up dining bays" on parking spaces at night to maximise footpath capacity.

– Trial road closures in busy night-time areas with taxi, buses and local resident/business only access.

– Establish benchmarks for pedestrian activity levels and infrastructure demand in late night areas via Late Night Management Areas Research.

– Deliver the City's Liveable Green Network program. This improves pedestrian connections across the City with footpath widening, better lighting and landscaping. Ensure this network accommodates day and night-time uses.

"In Bogota they have El Septimazo. Basically for one night every week, shut down the busiest street in the city for several miles. Line the street with live performers, musicians, anything else, etc. People will walk from one end to the other to see as much as they can."

– Participant, Online Forum

Activation of "dead" spaces

– Activate laneways, streets and public and private spaces with small-scale unique pop-up events such as buskers, food trucks, cinema, temporary art and evening street markets.

– Activate parks in the evening for low-scale live music, buskers, food markets, cinema, pop-up dining or night picnics.

– Map laneways, streets, public spaces and parks that could accommodate evening activation without affecting residents.

– Improve the design, wayfinding, activation and functioning of problem public spaces at night. These include Oxford Square, Taylor Square South, Fitzroy Gardens, Springfield Mall, Alfred Street and parts of George Street. Continue to work on issues of traffic flow, cruising and car hoons.

– Work with the corporate sector to improve access to private art collections to enhance street frontages and public/private spaces at night.

Quality architecture and improved street frontages

– Continue work to lift the aesthetic standards for key main streets, e.g. by removing the roller shutters in Redfern Street, Redfern as part of "Roll Up Redfern" and improving the look and feel of Darlinghurst Road, Kings Cross.

– Ensure new residential and commercial developments include street frontage retail tenancies which can activate entire areas, in a similar way to Holt Street and Waterloo Street in Surry Hills.

– Improve activation by providing more outdoor dining, for longer hours in appropriate places. This is especially important in places where there is not co-existing residential development.

Three things already being done

– **The City has prepared and is starting to implement a Public Art Strategy which delivers more art in public areas and provides better lighting for existing artworks in public areas.**

– **The City has started work on a Wayfinding Strategy which will deliver a hierarchy of signs for the entire local government area.**

– **The City has prepared and is now implementing its Liveable Green Network Strategy, focused on making the City more pedestrian and cyclist friendly. This will improve connections between City precincts and provide a more pleasant walking and cycling experience. Connected to this work is the rollout of planter baskets along George Street to green and beautify the streetscape, and the upgrading of footpaths across central Sydney.**

> **"Improve toilet and rest facilities."**
> – **Participant, Kings Cross Community Forum**

4. Public Spaces (Services)

Essential to Sydney's public spaces is the quality and level of servicing provided in those spaces. People said that they wanted a night-time experience with better garbage collection, clean and available public toilets, free wi-fi and apps with information about night-time activities, and a more visible presence from police and other night-time "guardians". The key improvements that people wanted to see in Sydney's night-time services were:

–**More public toilets**
People told us that there were not enough public toilets across Sydney at night (and day) and that these need to be well located, available around the clock, accessible and clean.

–**Cleaner streets**
People recognised that the City's cleaners did a great job in cleaning up quickly after the night before, but said that they wanted the streets to be cleaned more frequently throughout the night. Places named for improvement included Circular Quay, Kings Cross and George Street. Some noted that bottles especially need to be removed before they become weapons. Others suggested a "polluter-pays" principle for rubbish left in public areas, for example if most wrappers came from a fast food outlet, then that premises should pay a higher fee. Some suggested "subsurface garbage chutes" and more advanced cleaning systems, and improved waste management that was more responsive to resident complaints. People also approved of more "smoking areas" inside late-night venues to reduce cigarette butt litter on streets.

–**More online connectivity**
The ability to access information about exploring the city at night was seen as being important. People said that they wanted to know what to do, how to get there and to get live updates about specials, or alerts from nearby venues with something interesting happening. People suggested that this could be an online resource or an app. To help this connectivity people thought there should be free wi-fi in City public spaces.

–**More visible police presence**
Many people wanted a consistent and visible police presence on the streets, with patrolling by pairs of officers. Some said they didn't want to see large groups of police with dogs, as this made some people feel intimidated and less safe. People also suggested that police response times could be improved. Some people discussed ways to give police the ability to focus on serious crime, by providing ancillary services such as more and improved security and volunteer street patrols to managed intoxicated people.

What the evidence says

Successful destinations need to be safe and welcoming. Some services may need to be upgraded or extended to cope with after-dark needs. All sectors have a part to play in delivering high standards of customer care, with local government on the front line of service delivery.

Delivering basic infrastructure such as public toilets is a "... vital component in creating accessible, sustainable and comfortable cities for all."[53] While many cities now use portable or open-air urinals (including London and Amsterdam), Greed (2004:77) criticised them for being accessible only for male drinkers and possibly discouraging families, older people and women from visiting the city. She recommends more permanent

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enclosed facilities for both men and women, available day and night. Some cities use hydraulic "pop-up" urinals, which can be timed to rise from the ground in high demand times. The provision of toilets has also been identified as crucial to the development of retail centres in global cities[54].

Littering in late night areas can be significant, especially if takeaway food premises trade very late. Leftover bottle and food wrappers dropped by revellers, as well as public urination can create a lawless and dysfunctional looking environment, enabling (according to the "broken windows" theory) more anti-social behaviour[55]. Regular cleansing and waste management is essential, according to the literature. As Roberts & Eldridge (2009:169) note, cleansing crews can also form part of a city's dispersal strategy – in Manchester, the jets from the cleansing trucks help push clubbers towards dispersal points[56].

Vacuum or automated waste collection systems are installed in many cities across Asia and Europe[57]. Rather than waste going into a bin that needs to be emptied throughout the day and night, vacuum systems suck the waste down a large tube to a central collection point where garbage trucks remove it. This system would be of great value in high-density late-trading areas in Sydney, where large volumes of rubbish are generated at night and cleansing crews find access difficult because of large crowds and intoxicated people.

The role of CCTV in reducing crime is contested. However, research commissioned by the UK Home Office found: "... when used for alcohol-related disorder or drugs offences, both connected to the night-time economy, it was useful as a deterrent and as a means of identifying offenders", cited Roberts and Eldridge (2009:166)[58]. Hadfield (2011: 412-3) confirms that while CCTV doesn't prevent crime in city centres, it does help detect offenders, reduces the escalation of violent

incidents, reduces the severity of injuries[59] and enables rapid police response.

High-visibility policing in hot spots is a common approach. While people in our forums asked for a greater police presence, recent research by the University of Western Sydney[60] found people who felt safe in Sydney at night were less likely to nominate police foot patrols as contributing to their sense of safety. Conversely, those who didn't feel safe in Sydney at night indicated that police foot patrols contributed to their sense of safety. Younger people aged 18–24 years (63 per cent) were more likely to think that the NSW Police were doing enough to prevent dangerous nightlife. Only 23 per cent of those 45 years and older thought the same.

An emerging area is "soft policing" or the presence of "capable guardians" in public spaces. These include "street wardens", "public space officers", "precinct guardians" or "precinct ambassadors". They fulfil a variety of functions, but most importantly, provide a visible presence on the streets at night. In the UK, "Street Wardens" are a common feature of town centres, monitoring environmental matters such as street lighting, outdoor dining, litter, busking and street traders. A national review of street wardens in the UK found they were a popular community resource, which were not seen as being closely affiliated with the police, but work across the community and took ownership of public spaces[61]. Other places have used "Street Outreach" or "Street Teams" to make sure vulnerable and intoxicated people are escorted to a "Safe Space" in the precinct, or driven home. The City of Sydney's own Precinct Ambassadors partially fulfil this function. When trialled in early 2011, they called ambulances for 12 unconscious people and provided advice, information and referral for thousands of people in the George Street area on Friday and Saturday nights.

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Options for action

More public toilets

- Make all existing public toilets in the City accessible round the clock.

- Remove the 50 cent fee for "automated pay toilets" in Sydney.

- Install more permanent public toilets in key City locations.

- Install permanent French-style urinals in late-night locations.

- Deploy portable urinals in summer to manage increased crowds in late-night areas at key times and places.

- Investigate installing hydraulic "pop-up" urinals which can be deployed automatically at peak times.

- Improve access to private toilets (e.g. in shopping centres or train stations) by providing information on a toilet app.

- Provide wayfinding signs showing public toilet locations.

- Provide an online toilet map and toilet app.

- Deliver a Public Toilet Strategy for Sydney to ensure delivery of this important infrastructure.

- Work with universities for options to recycle waste collected from portable urinals to create phosphate.

Cleaner streets

- Install more and bigger bins in late-night areas and emerging evening economies (e.g. Regent and Redfern Streets, Redfern), taking into consideration special requirements if they are near fast food premises (e.g. to take pizza boxes). The City will also review opportunities for separated recycling in public places[62].

- Install vacuum / automated waste systems as part of the upgrade of George Street to accommodate high volumes

of waste and to reduce the need for garbage trucks on the streets. Identify other locations for automated waste systems.

- Deliver a better cleansing service on Friday and Saturday nights to improve tidiness with the aim of improving people's behaviour.

- Review cleansing schedules to keep pace with changes in pedestrian volumes. Ensure regular monitoring and removal of glass throughout the night, especially in places such as Kings Cross.

- Encourage late-night takeaway food premises to take more responsibility for the large amounts of litter they generate.

More online connectivity

- Explore options to deliver free wi-fi to key public places.

- Make free wi-fi available in City libraries for night-time events.

- Create an app that connects people to what's on and what's open near them, and ensure that business can upload special offers to it.

- Create a one-stop "Sydney after 6pm" website to provide information about what's on, what's open, transport options, specials and offers.

More visible police presence and "capable guardians"

- Support the allocation of more permanent police resources to inner city commands to ensure police can manage peak times and provide a visible presence.

- Support the visible presence of "capable guardians" and reduce police time spent on minor matters, by providing "Precinct Ambassadors", "Safe Spaces" and mobile "Street Patrols".

"More police in the CBD would be a good thing: it brings a perception of safety."
– Participant, Sector Roundtable

−Deploy Precinct Ambassadors each Friday and Saturday night in late-night areas in summer to provide a friendly presence, offer information about transport, toilets and entertainment options and to support people who need an ambulance or police help.

−Consider trialling "street wardens" to monitor environmental issues on the City's streets at night.

−Work with local venues, police and other stakeholders in Kings Cross to pilot a "Safe Space" or "Street Outreach Patrol" where people who are intoxicated can be helped before getting them home. This would save police time by removing people who may become a victim or perpetrator of a crime due to their intoxication. This service would need to work closely with St Vincent's hospital and St John's Ambulance.

−Continue to provide CCTV in key locations and expand the network to areas where there is violent crime and "crime against the person".

Three things that are already being done

−**The City has high levels of cleansing, and new 120-litre bins are being installed in many late-night areas. Automated waste technology is being included as part of the George Street light rail works which will start within the next three years.**

−**The City is deploying portable urinals across Kings Cross, Oxford Street and George Street during summer 2011/12.**

−**The City is bringing back Precinct Ambassadors to George Street over summer 2011/12 to provide a visible and friendly presence on Friday and Saturday nights. We are proposing an extension of the CCTV network in Kings Cross. The City also provides proactive services to people who are homeless in public spaces.**

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5. Sustainable Growth

What people said they wanted

While people wanted greater diversity, more choice and interesting options in Sydney at night, many felt the effects on residents of later-trading venues and events needed to be better considered, especially when considering population and visitor growth over the next 20 years. The effects of this growth are often most keenly felt at night, and by people living in or near Sydney's late night destinations. People wanted a better balance in Sydney's night-time economy, where the interests of all were respected. Some people felt growth could be sustainably managed by capping the number of nightclubs and pubs in some parts of Sydney while encouraging growth in other parts of the inner city and broader metropolitan Sydney.

The key improvements that people said they wanted by 2030 that linked to sustainable growth were:

−**Capping growth**
People said that there were areas in Sydney (such as Kings Cross) where there were already enough nightclubs and pubs, and a moratorium should be imposed. People felt some areas were at "saturation" and there was too much clustering of the same type of venue. This included nightclubs, pubs, takeaway food venues and convenience stores.

−**Encouraging Diversity**
Some people felt that the issue of "saturation" could be managed not only by capping growth, but by adding more "no-alcohol" options. This would "dilute" the impact of licensed premises by having alternatives to just drinking. As well, people felt that having shops at the base of commercial and residential developments would provide activation with potentially lower impacts than licensed venues.

−**NTE growth in other areas of the City of Sydney**
Recognising that some areas were at saturation, people suggested alternative places for night-time activity as long as transport and infrastructure was available to support it. Areas suggested for expansion:

−Industrial areas for very late trading nightclubs.

−Redfern and Regent Streets (later dining, shopping and small bars) and Carriageworks (night food markets), Redfern.

−Glebe Point Road (better and later dining, later shopping and interesting bars), Glebe.

−Green Square and Zetland (later dining, coffee and dessert options after a show).

−Bourke, Crown, Cathedral and Palmer Streets Woolloomooloo (bars, cafes and art installations).

−Sydney Park, St Peters.

−Central Station area (new retail, dining hub with a pedestrian-friendly zone).

−George Street closure (when it happens), Sydney Square outside Town Hall, and Pitt Street Mall (cafes, outdoor dining, live music, public art, fashion markets, juice bars, yum cha, and board games),

"One of the aspects of New York nightlife that works really well is the way the bars and clubs are spread out around the city. They are not all located along the same strips, as is the case in Sydney. The result is less drunk people all congregating in the same area and less violence and other issues. Certainly the perception I got was that the nightlife is far more sophisticated and I felt far swafer walking around Manhattan late at night than I do in the clubbing districts of Sydney."

– Participant, Online Forum

−Martin Place to Circular Quay, including Chifley Square, Queens Square, Macquarie Place Park and the Opera House Forecourt (more dining, food stalls and evening markets and outdoor entertainment).

−Northern Hyde Park and Queens Square (outdoor dining, stalls, night picnics, live music), and the Mint (a bar on the balcony).

−Walsh Bay (more dining).

−Darling Harbour (with night markets to make it vibrant like The Rocks).

−**NTE growth in metropolitan Sydney**
People told us that more effort should be made to stimulate local night-time economies across greater Sydney. This would ensure that as population centres grow, diverse and interesting opportunities are available at night locally, rather than requiring a trip into the City Centre every weekend.

−**Minimising the impact on residents**
Many residents said noise was one of the most challenging problems in living in or near late-trading areas. Some people wanted less noise and wanted Sydney to be a quiet zone after 11pm on weeknights and 1am on weekends, others wanted the fire engine sirens turned down after 1am as happens in the UK. Others wanted more lenient noise curfews to enable live music and to allow concert venues to stay open after 11pm. People suggested options like London's "map of tranquillity", which is more than just limiting noise. Others spoke of environmental requirements for homes in late night areas, including double glazing. Some people said residents should just put up with the noise, others said they shouldn't have to put up with clubbers who don't even live in the area ruining their sleep.

"Alleviate density of licensed venues through more diverse activities and events."

– Participant, NSW Police Focus Group

What the evidence says

The City's own research makes it clear that people are attracted to late night areas where there are clusters of activity and choice, such as nightclubs and pubs close together[63]. In the international and national[64,65] literature, there is a strong association between clusters of licensed venues and increased violence and other undesirable impacts[66]. In longitudinal studies[67] a strong link has been found between an increased density of bars and bottle shops and violence.

Interestingly, the opposite effect is shown for sit-down restaurants, where increased densities showed a decrease in violence[68]. In the UK, increased densities of bottle shops have been linked to an increase in under-18 alcohol-specific hospital admissions.[69] Hadfield (2011:113) notes that closer focus is needed on the role of bottle shops in late-night entertainment areas, and any moves towards opening "... smaller convenience-store format, often with extended night-time opening hours" should be avoided.

Fast food takeaway outlets have also emerged as being strongly linked with crime and disorder[70]. As Hadfield (2001:114) noted, takeaway food premises are clustering points for people after they've left licensed venues, and lack the design and management practices to cope with intoxicated groups. Lingering at takeaway food venues also slows down effective precinct dispersal[71]. In the UK, these premises have become a "licensable activity" if they want to trade between 11pm and 5am and serve hot food and drink.

Research by Livingstone et al (2007) in Melbourne indicated that there may be a "tipping point" in areas with high densities of "on-premises" venues – pubs, nightclubs, restaurants and bars. More than 30 "on-premises" licences per postcode bring an increase in expected alcohol-related assaults. They noted risks with bunching or clustering of venues, but also the benefit of bunching to help policing and transport coordination[72].

Reviewing why outlet density increases violence, Babor et al (2010:132)[73] suggest that densities create more interactions between different groups of drinkers, often in large numbers, moving from venue to venue, and this increases the chance of alcohol-related aggression.

The evidence suggests that approaches to cap or reduce outlet density will reduce violence and associated problems. This suggests a more dispersed night-time economy for bars, pubs, bottle shops and nightclubs, with clustering allowed for restaurants and cafes. The City of Westminster, London has changed outlet density by introducing a saturation policy. Cities such as Paris and Vancouver have succeeded in dispersing licensed premises using cluster controls. [74] Clustering and dispersal are important in managing long-term growth in Sydney's night-time economy.

Managing and minimising impacts on residential property is crucial, especially as the night-time economy will grow in new and different forms. Evidence suggests that increasing the residential population in a late-night area will "normalise" activities, but there are risks. As Hadfield notes, "Placing licensed premises beneath residential properties runs the risk of noise reverberation through the structure of the building, noise breakout and street noise for residents, even where design and management provisions are in place" (2011:148). He recommends quieter uses below residential buildings such as traditional retail, hairdressers, grocers etc.

The role of residents in transforming mixed use neighbourhoods is vital. The presence of residents helps "normalise" an area – just by going about their daily and nightly activities, residents use an area in a way which may not include drinking and partying[75]. Also, it can be argued that increasing residential populations attract more local services (gyms, supermarket, and chemists) which can change the nature of an area. This is not about making night-time areas "go away", but rather introducing a balance to accommodate visitors and residents.

Noise can be a continuing problem for people living in or next to late-trading areas, independent from alcohol-related violence. Some research has indicated that much noise is generated by people walking along the street in groups, queues outside venues and transport points and deliveries, essentially: "... large numbers of people going about the business of having a good time".[76] Opinions in our public consultation and international research suggest that residents should "put up" with noise and amenity impacts as a "price to be paid" for living so close to vibrant areas, and that if they don't like it, they should move away to the suburbs. As Hadfield (2011:131) notes, "... this position assumes that residents actively chose to live in a nightlife area and that property values remain such that their choices in residential mobility remain. Long-standing residents may find that an area changes around them as a result of commercial (over) development". Recent research from the University of Western Sydney suggests that many City of Sydney residents living in late-night areas do indeed "put up" with a lot of issues without complaint, with 63 per cent stating they had been negatively affected by "nightlife activities" in their area. This includes excessive noise (24 per cent), human waste (19 per cent), and verbal threats (13 per cent). While the majority of surveyed residents had been affected by these activities, only 36 per cent had ever made a complaint about them[77].

Noise from low-frequency sound (generally music bass beats) travelling over distances and through buildings is more noticeable to residents because it is not part of the background noise levels. Hadfield cites noise management measures by the Greater London Authority (2007) to reduce residential impacts as including: acoustic glazing, sound limiters, acoustically treated ventilation, an "acoustic lobby" at entry/exit points in venues, external amplified music banned, restrictions in late trading for outdoor areas and setting a maximum noise level (Hadfield: 2011:133). Many of these measures are already in effect in Sydney.

Sustainable growth in Sydney must consider the environmental dimension. Many City businesses are now reducing their waste, water and energy consumption. The Sydney Theatre Company and Macquarie Hotel in Surry Hills are excellent examples of environmental leaders in Sydney's NTE. The City of Sydney's Better Building Partnership works to improve environmental outcomes for business[78], and already has signed several late-trading operators.

Options for action

Capping growth in key locations

− Managing liquor outlet density with legislation is vital to the success of Sydney's future NTE. People told us that they did not want clusters of late-trading venues, especially next door to homes. Not being able to stop growth in some parts of the City will increase problems to the extent they may be beyond solving. The creation of "Saturation Zones" or "Cumulative Impact Precincts" legislation which exist in England could work in Sydney. This would allow local authorities to halt the expansion of late-trading nightclubs and takeaway food shops in problem areas. This would need new legislation, with clear criteria which might include: the type of premises and its operating plan, police crime data, noise, littering and vandalism data, the type of premises already there, the presence of late night takeaway food and taxi ranks, transport availability, proximity of homes, pedestrian and vehicle pathways and the closing time of existing venues in the area[79].

Encouraging diversity

− Capping growth alone will not solve the challenges in Sydney's NTE. Almost everyone told us they want more options than just drinking, they want diversity at night. To create a diverse and more dispersed future NTE, "anti-clustering" provisions could be included in the NSW Liquor Act 2007. This would prevent very large pubs and nightclubs being side by side, making room for smaller fine grain shopping and dining venues in between bigger venues. Paris, New York, and Vancouver have this type of measure and have well-functioning NTEs[80]. Getting the mix right is important.

NTE growth in other areas of the City of Sydney

− It is not possible to rely on unending growth in existing late night areas of Sydney, the continuing concentration of late trading is not sustainable. The City will pursue activation across the span of the City particularly in areas without residential populations, and with activities including shopping, bars, night market, live music, busking and outdoor dining. The City will also review the zoning of areas in the Late Night Trading Premises Development Control Plan looking for future new areas of growth and areas for calmer activity.

NTE growth in metropolitan Sydney

− The City will work closely with other councils in metropolitan Sydney on opportunities for growth in their local NTEs, and to promote better transport links between the City Centre and metropolitan Sydney across the evening to cater for population growth.

Minimising impact on residents

− Work must be done to help residents understand how to complain about noise, how to work closely with local venues, and how to navigate council, police and Office of Liquor Gaming and Racing processes. The City can start this by developing with residents a step-by-step guide.

Managing Noise

− A City noise-mapping project would help us understand background noise levels, with the intention to eventually cap noise levels in some areas. This would mean stricter noise measures for venues in some places, while in others there would be opportunities for more noisy activities. As well, the German criteria for low level noise: DIN 45680, could be reviewed to assess its suitability for use in Sydney.

"Upgrading highly impacted residential buildings with double glazing, sound absorbers, sound proofing: think of the aircraft noise retro-fitting of houses."
– Participant, Kings Cross Community Forum

– The City will also work to improve our capacity to monitor and respond to noise complaints.

– For future residential development in areas with later trading, noise-reduction measures such as double glazing and thicker exterior walls will become standard. This could also apply to all new commercial premises that are late trading with amplified music. The Australian Building Codes Board formed a working group to develop construction requirements for sound attenuation of outside noise into residential buildings including houses, apartments, boarding houses, hotel accommodation and aged-care homes. This will apply to new building construction. These construction provisions are intended to be included in the Building Code of Australia 2013.

– For existing homes, an extra fee on liquor licences could pay for retrofitting badly-affected buildings in existing late trading areas. This would need NSW government support and would have criteria similar to those for homes affected by aircraft noise.

– The design of new late-trading premises in high-density residential areas could include double glazing, thicker walls and no concertina windows opening towards residential properties to minimise the effects on residents.

Environmentally sustainable growth

– The City will continue to encourage late trading businesses, especially pubs, clubs and restaurants, to become members of the Better Buildings Partnership to improve environmental performance. The City can help improve commercial waste recycling by working with businesses to identify waste that can be separated for recycling and recyclers who are willing to collect it. More efficient and energy-saving light sources could be used in all venues operating at night.

Three things that are already being done

– **The NSW government announced a one-year extension of the freeze on liquor licences in parts of Kings Cross, Oxford Street and George Street south until 24 June 2012.**

– **The NSW government is researching liquor outlet density which may lead to new legislation after the liquor licence freeze.**

– **The City runs the successful Better Buildings Partnership that helps reduce waste, water and energy consumption by businesses.**

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6. Red Tape and Innovation

What people said they wanted

People said there was too much regulation, making it hard to get things done in Sydney. This came from businesses, artists, festival organisers and people wanting to try something new. People felt that red tape created fear among business owners and inhibited innovation.

Many people wanted greater transparency, to enable entrepreneurs to better navigate through complex requirements, with the City providing clear advice and information. The improvements people wanted to reduce NTE red tape were:

– **Navigating existing processes**
People felt current processes were difficult to understand and they wanted help with development applications and the liquor licensing process. The City's small bar support was seen as good, but people wanted all businesses to receive that level of support and advice.

– **Better processes for events**
Some people said it was challenging for new entrepreneurs to stage small, one-off events in Sydney. Some of the barriers related to City processes and some to the high cost of insurance for public liability. One suggestion included exemptions for one-off events, another suggested reducing the costs. Others felt that the City could be more flexible in allowing different activities at different times – for example, allowing underused council car parks to become a theatre at night. Some said that the City needed to provide financial incentives, via grants and reduced fees to encourage more diverse options.

– **Improving outdoor dining applications**
Many people said we should be taking advantage of our good climate with more outdoor dining, in Central Sydney and across Sydney precincts. Many food and drink businesses complained about the difficulty of getting outdoor dining in Sydney and the limited trading hours available in some areas (i.e. some tables and chairs need to be removed by 8pm, when the dining hour is just starting). There was a clash between the desire for more outdoor activation via dining, and the desire for less noise in public areas by removing dining.

What the evidence says

Removing red tape allows new activities to emerge. The Manchester Warehouse project[81] is an excellent example of this. Started in 2006, in Manchester, England, it is a series of club nights from September through to New Years Day each year. It started in the disused Boddingtons Brewery in Strangeways. Now it is held in a car park under Piccadilly train station in Manchester which is transformed into the Warehouse Project for each event.

Options for action

Navigating existing processes

– Deliver yearly workshops for businesses to understanding the basics of development applications, planning controls and health, noise and building compliance requirements.

– Improve business awareness of existing ways to get basic information about their premises, such as their development consent and building certification.

– Provide online tools, templates and examples of completed Plans of Management and Development Applications to help business.

"Council should provide more advice to small business about noise insulation, insurance, licensing, etc."
– Participant, Thought Leaders Focus Group

−Continue to promote the City's existing free, pre-development application service, where applicants are able to discuss their proposal with one of the City's planners.

−Streamline processes for section 96 extended trading hours applications for unlicensed land uses including retail, cafes, etc.

Better processes for events

−Deliver yearly workshops for event entrepreneurs, focusing on development consent, permits, fees and grants available to support "pop-up" events.

−Examine ways to reduce red tape and support new and one-off events by offsetting public liability and insurance costs and streamlining applications.

−Explore ways to access underused City / corporate / government spaces at night for theatre, performances and markets.

Improving processes for outdoor dining applications

−Undertake a process flow examination of outdoor dining applications, zoning, seating permitted and hours of operation.

Other improvements

−Hold a process flow workshop with business to examine the red tape problems of development application and liquor licensing processes to see where improvements can be made.

−Create a "multi-function" approval to encourage temporary or one-off / multiple events similar to a "Function" licence to allow businesses to provide more diverse activities in their premises. For example, a late-trading hairdresser who wants to host a fashion parade or "pop-up" dining experience that doesn't fit their existing development consent.

−Apply more generic descriptions to development applications such as cafe/restaurant to allow more flexibility between daytime and night-time operation. This more generic category would mean that applicants would not have to lodge modification applications just to change the type of food or drink they could sell (e.g. "pie shop" or "unlicensed sandwich shop"). This would not apply to changes to the primary use, such as from a restaurant to a pub.

Three things that are already being done

−**In summer 2011/12, the City will host two "Development Application 101" workshops to help business understand the DA process. One workshop will be aimed at licensed premises, and one at small business. Police, Office of Liquor Gaming & Racing and key City of Sydney staff will be available to answer questions. This will be followed by a Development Application Process Mapping workshop with City, government and business stakeholders to find out where City red tape is causing concern.**

−**The City already has Outdoor Events Officers who help agencies to deliver events in public spaces. As well, the City will hold a "Pop-Up Events" 101 workshop to help entrepreneurs stage events. The workshop will guide applicants through the required approvals, compliance and grants available to help achieve the idea. This will be followed by a Pop Up Event Process Mapping Workshop to help entrepreneurs and governments identify red tape concerns.**

−**The City has engaged a consultant to help develop online tools and templates to make Plans of Management requirements easier for applicants to comply with.**

"We are over-regulated. In Paris the footpaths are active."

– Participant, Sector Roundtable

7. Planning, Licensing and the Regulatory Environment

What people said they wanted

People want a well-communicated transparent planning process that gives all parties clarity about obligations, rights and responsibilities. They want a process where all have easy access to basic information about development applications approved in their area.

People saw a need for improvements to liquor licensing, and the ability to regulate the current night-time economy was seen as essential. People felt poorly-run venues weren't being held accountable for repeated failures to address their problems, and they wanted to be able to make complaints about problems more easily. The key improvements that people wanted to see in the planning, licensing and regulatory environment were:

– Development Applications

People wanted access to information about operating hours and venue capacities. This was also seen as important for business, as some businesses were unaware of their approved consent operating hours. People also wanted access to patron capacities for licensed premises, as they felt that some venues breached them, putting patrons at risk. Others suggested capacity limits for venues, and some thought that usage should be part of the development application, for example "if you build a big empty space, it will be a beer barn". Residents wanted more say in the approval process.

– Improvements to liquor licensing

While people understood that the City of Sydney does not issue liquor licenses (this is done by the NSW Office of Liquor, Gaming and Racing), they still wanted the City to push for improvements to the licensing system. Some people asked for liquor licences to be renewed at regular intervals and not issued indefinitely, others wanted small bar licences with capacities far smaller than the current 120-patron level. Some people suggested that all venues should serve drinks in polycarbonate glasses after 9pm to reduce broken glass and "glassings". Others wanted tighter controls on licensed premises, while some wanted more relaxed liquor laws. Still others said that there shouldn't be blanket rules applied to licensed venues as not everyone was the same.

– Licensed venue closing time

The issue of closing hours was raised in several forums, with some people suggesting staggered closing times, some advocating a "wind down" hour before closing and some suggesting 3am lockouts to reduce the movement of patrons between venues. People also questioned the need for 24-hour drinking, pointing to cities such as New York, where venues close at 4am. There was discussion of "lockouts", where venues continue to trade but no new customers can enter after an agreed hour. Some people wanted a 2am lockout, and others were opposed.

– Security

In some of our community forums, people said that more needed to be done to tackle the culture among some security guards. People thought that security guards needed to have better communication skills and be less aggressive. They thought too many security guards in late night areas added to the threatening atmosphere.

"DAs should consider, how does it look and who's running it?"
– Participant, Industry Innovators Focus Group

–**Improved complaint making**
Residents told us that they wanted to be able to make complaints about problems much more simply – with just one phone call. In some forums, people said Sydney should have "first tenant's rights" legislation, similar to Brisbane, where the rights of newcomers to complain about pre-existing venues are limited.

–**Effective regulation and compliance**
People wanted the City's compliance officers to monitor venues in operating hours, and deal with all breaches. They said they wanted "compliance monitors" patrolling at night to ensure that development consents were enforced. Noise and premises operating outside approved hours were two of the main compliance issues raised in several forums. Businesses complained that the compliance focus was on minor issues – like appropriate signs, rather than dealing with the important issues such as intoxication.

What the evidence says

The New York City Everyblock online resource shows when new licences are being applied for, their location, and the location of existing similar premises. The website[82] is updated daily with data from the New York State Liquor Authority. While not in a mapped format, a similar site exists in NSW by the Office of Liquor Gaming & Racing – http://www.olgr.nsw.gov.au/application_ noticeboard.asp

Many cities do not issue liquor licences indefinitely, they issue them for one or two years. This is the case in cities such as Vancouver, New York, Paris (for nightclub licences), Edinburgh and Amsterdam[83]. The Queensland Office of Liquor Gaming and Racing also operates a permit system for licensed premises operating after 12am. Permits are granted according to length of late night operations, i.e. 12–2am, 2–5am. Since 2009 these has been a moratorium on providing extended hours permits, however late trading areas in many part of the state are exempted.

There is much research linking later closing times with higher levels of alcohol-related violence, alcohol-related hospital admissions, drink-driving and other problems[84]. Earlier closing times are linked to reductions in these problems, as noted in Newcastle, NSW where reducing trading hours from 5am to 3am led to a 37 per cent reduction in assaults[85].

"90 per cent of venues now have no capacity limit."
– Participant, NSW Police Focus Group

"Lockouts" are used in Australia and the UK, but there is no evidence they are effective. Hadfield (2011:126) suggests that lockouts tend to "delay" rather than "remove" the movement of intoxicated people late at night. If used, he suggests they should be applied to all venues and this made clear to the public.

Security and aggression have been key issues in Sydney's NTE in 2011. Recent media articles about violent security guards beating venue patrons have made front page news[86]. Courses such as the Safe Bars program, which trains bar and security staff on communication skills to de-escalate conflict, have been evaluated as highly effective in reducing alcohol-related violence inside and at the doors of licensed premises[87]. The role of door security staff was investigated by the University of Western Sydney, which found people aged 45 years or under and those identifying as gay or lesbian were more likely to have been made to feel unwelcome by door staff. Of those surveyed, 62 per cent had been denied entry to a venue for being intoxicated, for their dress or because the venue was full[88].

One approach which has worked well is the Cardiff "Traffic Light System". This is a system of penalties and incentives for managing licensed premises compliance. Accident and emergency data is incorporated into performance assessments. Positive points are awarded to venues – for example when security caught and held a drug dealer in the premises and called the police. This program was found to have significantly decreased hospital admissions for alcohol-related incidents.

Briscoe and Donnelly (2003)[89] note that many programs to reduce alcohol-related problems near licensed premises are unlikely to work without effective enforcement and monitoring[90]. Hadfield adds that enforcement needs to be "sustainable and sustained" for it to have lasting effects in NTEs[91]. Rather than creating new laws, the evidence suggests funding should be allocated to effectively applying existing laws. In NSW the Liquor Act provides powers to manage problematic premises; however it appears they are rarely used.

Options for Action

Development applications

– Allow venues with multiple consents over many years to roll them all into one clear development consent. This makes approvals clearer for all and streamlines operations.

– As development applications are consolidated and updated, and from 2013, the City could have an online resource which maps all approved development in the City of Sydney with basic information such as trading hours, type of use, and outdoor dining. Ideally, this resource would also display current liquor licence applications with information about the type of licence, hours approved and basic requirements.

– Venues should be encouraged or required to display information about indoor/outdoor trading hours and patron capacities. That basic information on consents and approvals should be available on a bar code that can be scanned by compliance and regulatory staff.

– Promote the existing access to development consent information where business operators can find a full history of consent for their premises.

"Licences to be reviewed regularly, not last forever."
– Participant, CBD Community Forum

Improvements to liquor licensing

- Review the objectives of the NSW liquor licensing system (as done in the UK) and design a regulatory system around those objectives. Consider a devolved system where local authorities issue liquor licences to ensure they are better integrated into local planning, as is the case in England and Wales.

- Create a licensing permit system where liquor licences must be renewed regularly, like a driver's licence.

- Create a separate small bar licence. Increasingly, small bar operators are applying for "on-premises" licences with a "primary service authorisation". Creating a separate "small bar licence" would ensure that on-premises licences granted for restaurants are truly for restaurants. Problems arise when the City is presented with one thing, "a restaurant", and finds that what is operating is "a small bar" or a "small nightclub". If the City has clear information about the intended use, the assessment is more appropriate and can ensure that impacts are minimised, the community is clear about the nature of the business, and operators can be sure they are complying with their development consent and liquor licence.

- Tighten restrictions on licensed harbour cruises with limits on where to dock, clear dispersal plans and better checks to ensure Responsible Service of Alcohol rules are being complied with.

Trading hours

- Our approach of avoiding very late closing hours in predominantly residential areas should be continued. We will work with venues and NSW government to introduce options such as a wind-down hour – where no alcohol is served, lights are made brighter and the music beat is slowed. Very late trading premises (after 2am) could also be required to have a "venue dispersal plan" showing how they will get people out of their venue and the surrounds. NOCTIS, a UK based industry association has produced a good guide to this[92]. One interesting measure used by a pub in England was to give free lollipops to patrons as they left, because they were less likely to make noise while they were eating the lollipop.

- Encourage later trading of unlicensed venues by granting the maximum base hours permitted in a precinct as identified in the City's planning policies. This would apply to low impact uses, particularly in the CBD – coffee shops, small restaurants, bookshops, delis, art galleries and the like. A business owner who initially stopped trading at 6pm would then have flexibility to stay open later if there was night-time demand.

Security improvements

Support mandatory "Safer Bars" or similar training programs in all bigger late-trading licensed venues, to ensure all staff and security are trained to defuse aggressive situations. Monitor and review the program to ensure it stays relevant.

Develop NSW guidelines for using identity scanners in pubs and nightclubs to ensure operators, venues and patrons know about privacy protection. This could be included in the Liquor Regulation.

"We need to be able to register our complaints in one location, i.e. City of Sydney please give us a complaint management system so you and we can understand where some of the trouble spots are?"

– Participant, Online Forum

Improved complaint making

− Work with residents to map the existing complaint processes and identify areas for improvement.

− Develop new online resources to show residents how to make a complaint about a specific issue.

− Simplify the complaint-making process to a "one call" system as used in New York City. Have complaints geo-coded into mapping software and publish this online, so everyone can see what areas and issues are generating complaints. This will help the City with compliance and regulation of night-time issues and areas.

− Develop a guide for residents moving into late night areas showing what to be aware of when moving next door to a nightclub, pub, small bar or restaurant. This will help people know what to expect. It should contain sound files with examples of street noise.

Effective regulation and compliance

− Ensure greater cooperation between NSW government agencies, the NSW Police and Council to target problem premises.

− Undertake regular auditing of compliance with conditions of consent and liquor licence conditions for late trading premises on trial operating hours.

− Work with NSW Police, NSW Health and Office of Liquor Gaming and Racing to trial the "Traffic Light System" of penalties and incentives for licensed premises compliance, incorporating accident and emergency data as well as crime data. Develop an evaluation framework.

Three things that are already being done

− **The City delivered four free Safer Bars training sessions to security staff in licensed venues in Surry Hills, City Central and Kings Cross in 2010.**

− **The City has developed a "risk matrix" for monitoring compliance of licensed premises across the City.**

− **The City has allocated extra staff to the Licensed Premises Unit to carry out night-time inspections in key areas.**

"Information booths at Circular Quay, Town Hall, Central, Glebe Point Road, King Street."
– Participant, Newtown Community Forum

8. Tourism and "Packaging" Experiences

What people said they wanted

People wanted a night-time city appealing to both local and international visitors, and said this would require improvements across all of the areas detailed in this discussion paper. To help tourism, people wanted:

– **Tourist information booths**
People suggested installing more tourist information kiosks, open day and night, in places such as Central, Circular Quay, Newtown and Glebe. This would allow visitors (domestic and international) to access up-to-date information about what's on in Sydney – especially in the evening.

– **Online information**
People also wanted access to online information about what's on and what's open at night. People told us that they use multiple sources to find out what's happening, and that they'd like to have one, integrated web portal containing all this information.

– **Apps**
Some people wanted a smartphone app showing how to explore Sydney at night, with suggestions for what do, and where to go, with live updates and alerts about nearby venues.

– **Listening posts**
Other suggested "listening posts" – interactive experiences designed to give people a better sense of the City, what's on, nearby venues and other information such as history and culture.

– **Packaging experiences**
People told us how hard it was to get something to eat before and after a show. Others mentioned poor food options at major events. Some suggested we should be looking to "package" experiences so consumers and business benefit. Examples of this included allowing late trading for restaurants on Hickson Road and better cross-promotion, for example between Sydney Theatre Company and other cultural venues with local restaurants and cafes.

What the evidence says

More than half all international visitors come to Sydney, and two-thirds of all business visitors come to Sydney. Tourism visitation for Sydney is expected to grow over the next 20 years, with a significant increase in international tourists from China and India, countries renowned for their vibrant street life and food cultures. In 2010 in Sydney, mainland China and Hong Kong visitors accounted for 13.1 per cent of all visitors, and were the largest national group[93].

The main things domestic visitors to Sydney wanted to do was "eat out at restaurants" (63 per cent), followed by "visit friends and relatives" (50.1 per cent), "shopping for pleasure" (28.4 per cent) and "general sightseeing" (24.2 per cent). This would indicate that more effort needs to be taken to enhance the dining experience into one that includes shopping, catching a show or visiting a bar[94]. The beneficial effects of "packaging experiences" and "cultural tourism" have been well documented by Myerscough (1988)[95], who noted that every visit to the theatre or other cultural venue created a "multiplier effect" as the audience went on to visit nearby bars, cafes and restaurants.

"Council should be clear about what they can/can't influence, and look to advocacy, partnership etc."
– Thought Leaders Focus Group

Most visitors to Sydney need somewhere to sleep. An estimated 30 per cent of all international visitor nights in Australia are spent in Sydney. According to STR Global[96], over the past 12 months there have been 84 days with 95 per cent or greater hotel occupancy. This means that there would be only 880 hotel rooms available in Sydney and 16,722 rooms sold out. As Sydney's visitor population grows it will be crucial to ensure there are enough hotel rooms to meet this demand.

Some places capitalise on their nightlife and actively promote it. For example, Paris has a web portal and hard copy map available which displays information about late night entertainment and transportation. http://www.parisnightlife.fr/. Berlin recently launched a promotion campaign describing the city as "the clubbing capital of the world". http://www.visitberlin.de/en/experience/going-out. Clearly, the framing of the type of night-time experience on offer will determine the type of visitor attracted. Many cities have got this wrong and have become the "stag and hen" capitals of Europe. Cities, such as Amsterdam and Tallinn, Estonia are now trying to reverse that association and the effect it has had.

Many global cities (including Sydney) offer bespoke, niche tours, day and night to destinations off the usual tourist trail. A good example of this is the local Brooklyn tour http://www.nycgo.com/venues/inside-out-tours. Even the Riverina area in regional NSW is calling on its local residents to show visitors a slice of the area through their own eyes[97].

Options for action

Tourist information booths

– Tourist information should be accessible both day and night and fixed tourist information kiosks are an essential part of Sydney's tourist infrastructure. The City will examine opportunities for more tourist information kiosks, especially in Kings Cross, Newtown, Oxford Street and Central Station servicing day and night-time visitors. These face-to-face services provide an essential role in promoting local business and experiences for visitors.

– The City will also open its existing information kiosk (George Street) and new kiosk (Chinatown) until 11pm, especially on Friday and Saturday nights over summer. We will also work to open the Circular Quay tourist information kiosk later in the evening.

Online information and Apps

– Working with the business sector, the City will explore options for a night-time web portal and app. As this technology continues to grow, the City would open a competition for people to submit their design for the best web portal and app to enables businesses to keep their listings updated, promoting events and special offers.

Interactive and interpretive tourism information

– Along with the app and web portal, more interactive design elements can be incorporated into our public spaces. "Near field" technology enables information to be loaded into a nearby smartphone, and this could contain very localised information updates about what's on, what's open and how to get home, as well as details of local history and identities.

– Another option is to install interactive "listening posts" to give people details of what's on, nearby venues and information such as local history and cultural life.

– Tourist information about local points of interest can be displayed on light rail, buses, trains and their stations and stops.

"Good performing arts venues (classical music concerts) along with good meal options. The combination of both of these is extremely poor in the city. There is virtually nowhere to get a simple bite to eat before or after a concert."
– Participant, Online Poll

City Ambassadors

– In summer, the City will continue to put "Precinct Ambassadors" on Sydney streets on Friday and Saturday nights to provide information and referral to nearby attractions, venues, transport and other services.

– We could try out a "night ambassador" or "hire a local" program. New York City has a successful program where you can hire a local person to show you their city. This could work well in Sydney which has many interesting precincts to explore and where people feel passionate about their local areas. As well as being able to "hire" a local, this information and a local guide could be downloaded as an app.

Packaging experiences

– There is a clear need to better connect local business with the opportunities offered by large touring shows and exhibitions (Mary Poppins / Picasso), festivals (Vivid, Sydney Film Festival, Sydney Fringe Festival, Italian Film Festival, Sydney Festival, Sydney Writer's Festival), or sporting events (City to Surf, Rugby League Grand Final). This is already starting to happen, for example Vivid 2011's link with 170 retailers and Jurassic Lounge's promotion of local small bars. However, this needs a much stronger effort.

– This cross-promotion needs to be reflected in NSW government tourist material to make sure visitors get multiple "experiences" in Sydney.

– To give businesses an option to link to an event near them, an alert could be produced which would also go to hotel concierge desks.

Dining and Tourism

– Work with dining industry leaders to brand Sydney as the dining capital of the Asia-Pacific by promoting events such as Crave and emphasising the high calibre of Sydney dining options.

Three things that are already being done

– **This year, the City of Sydney delivered the *Slice of Sydney* booklet, showing the unique nature of each local precinct of the inner city. The City also supports the delivery of Urban Walkabout guides which promote shopping in specific precincts.**

– **The City is starting work on a Tourism Strategy to guide our work in promoting Sydney over the coming years.**

– **The City is running two forums a year, hosted by the Lord Mayor, to connect retailers with major Sydney events. We also produce a bi-monthly e-newsletter to provide retailers with event information.**

"Don't be homogenous – different areas should look different."
– Participant, Industry Innovators Forum

9. Village Precincts

What people said they wanted

People liked the unique nature of Sydney's precincts, and said this sense of difference was a positive part of Sydney's identity, especially at night. To ensure that this continues and improves people wanted the following:

–**Precinct and zoning guidelines**
People thought each precinct in Sydney should have its own set of guidelines to preserve and enrich its individual character and prevent saturation from too many late-trading licensed premises. It was suggested the guidelines incorporate design and usage – such as "Do we want another shop/venue/building of this type in this area". People also wanted streetscapes reflecting the unique character of each area, not "cookie cutter" versions of nearby areas. Suggestions were made to zone the City into areas allowing later trading and other areas that were more "family friendly" without the 6am nightclubs. All agreed that precincts and the CBD needed better public transport to enable them to function effectively at night.

–**Manage areas like managing events**
People wanted late night precincts treated like events, especially on Friday and Saturday nights. Some suggested this should include a strong police presence, traffic controls, traffic barriers, ambulances, special transport arrangements and infrastructure to create a calmer atmosphere. People felt the crowds needed better management and servicing, and mentioned how this was done for events such as New Year's Eve.

–**Trial Plan for Kings Cross**
People suggested active intervention in Kings Cross which could be used as a test case for the rest of Sydney. For example, there are suggestions for more transport, better garbage removal, street closures and CCTV. Some people suggest that a 3am lockout could be applied. Longer-term goals include reducing the density of licensed venues and replacing takeaway food shops with restaurants.

What the evidence says

Neighbourhood planning, or "place-making" recognises that people relate strongly to the local places where they work and live. It celebrates the elements that give a place its unique identity. As Buchanan (1988) notes "Urban design is essentially about place-making, where places are not just a specific space, but all the activities and events which made it possible[98]. Place-making tries to develop and build on the cultural, environmental, social and economic elements that create a place where people want to live, work and play. Place-making recognises the diversity and unique character of our places, and can capitalise on a local community's inspiration, assets and potential to build on a community's sense of self.

The nature and functionality of a precinct is influenced by ebbs and flows in human activity. Crowd sizes in some Sydney precincts at night are comparable to an event crowd. More than 20,000 pedestrians were counted on Darlinghurst Road, Kings Cross on a Saturday night in March between 11pm and 3am. This crowd volume is equivalent to the capacity of Acer Arena, but without the thorough planning, infrastructure and management that apply to events of that scale.

"We have 36,000 students come to Ultimo each day – it should be a hub, offer services at 10pm."
– Participant, Sector Roundtable

Many techniques used in event management can be used in late night precincts. The Commonwealth Government's Planning Safe Public Events Practical Guidelines[99] has suggestions that could be used in late night areas. These include identifying risks (for example, crowd crush), coordinated planning and clear communication between all stakeholders, signs, assessing when an area is at capacity, crowd management including arrivals and departures, staffing, waste and amenity management and managing alcohol issues (such as providing "chill-out spaces", or banning glass containers). The Gold Coast has applied many of these to managing Schoolies Week.

Options for action

– **Precinct and Zoning Guidelines**
The City's draft Local Environment Plan (LEP) and draft City Plan Development Control Plan (DCP) both aim to stimulate better economic diversity at night and day and across the span of the City. They also seek to reflect the unique characteristics of key parts of the City.

A review of zoning across the City could be undertaken to better understand where earlier and later trading is more suitable, especially as residential growth areas develop and change. This includes where it would be appropriate to permit later trading outdoor dining, while retaining earlier outdoor dining in areas with existing high residential densities.

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"Treat each weekend as a major event and plan accordingly."
– Participant, Key Stakeholder Forum

–**Place-Based NTE management**
Precincts have, and should continue to have unique NTEs. These could be encouraged and framed by:

Capping growth and encouraging diversity in:
• Kings Cross

Supporting NTE growth to make areas more global and connected in:
• Green Square
• Harbour (Central Sydney, The Rocks)
• Haymarket
• Redfern

Reinforce and improve existing NTE diversity and sustainability in:
• Oxford Street
• Crown Street
• King Street

Support a moderate and sustainable NTE to preserve character in:
• Glebe Point Road
• Harris Street.

–**Manage areas like managing events**
In conjunction with NSW Police and Transport for NSW, the City could apply event management principles to late-night areas to improve functioning especially on Friday and Saturday nights. More effective management of precincts will become more important with future growth in visitors, businesses and residents. One question to consider is: "What happens when there are more pedestrians in an area than it can safely accommodate?" In events such as New Year's Eve, entire areas are closed off to new entrants. People are told about this with a smartphone app. This method might be applied to Kings Cross which faces increasing challenges from the growth of late-night visitors.

–**Trial Plan for Kings Cross**
The City will call a meeting of key stakeholders to put forward an integrated plan which better manages the day-to-day operations of Kings Cross and also looks at longer-term planning for improvements. This plan will complement work by the City on the Village Precinct Plans, and will aim to meet the objectives of the NSW Government's 2011–21 Plan[100].

"I have heard some of the stories from some of the residents who live in the streets surrounding Kings Cross and Oxford Street. Many of these are older residents who have lived in the area all their lives. We are not just talking about a little bit of noise every now and then – we are talking about some of the most inconsiderate and animalistic behaviour imaginable. The sort of stuff that no one should have to put up with, no matter where they live."
– Participant, Online Forum

10. Drinking Cultures

What people said they wanted

The problematic drinking culture in Sydney was mentioned in most forums as something which needed to be tackled. People said that the existing "drink to get drunk" culture was driving the Sydney night-time economy, and for change to happen, the culture had to be addressed.

People wanted the streets to be safer and said large numbers of drunken people made them feel less safe. Some wanted more education for young people about safe drinking. Others advocated more choice, and options other than alcohol, to reduce the problem. Some people suggested that more research was required on responsible consumption of alcohol.

Some people suggested "diluting" the drunken crowds with more sober groups might help, where others thought more should be done to help the alcohol industry work towards "best practice" in training and skills development. Others thought drunkenness related to venue design, with one participant suggesting that "organisations like the AHA should work with interior designers and psychologists to create spaces where people want to stay"[101]. Others thought a diversity of options (including no-alcohol options such as cafes, retail, markets and cinema) would gradually change the drinking culture.

What the evidence says

"The fact is that 100,000 sober people in Nottingham city centre during the daytime cause the police no great problems. However, as soon as you put alcohol into the equation the city becomes a very different, and much more violent, place" Green 2003, cited Hadfield (2006)[102].

Young people as "core consumers" of the NTE are much more likely to drink at risky levels than older people, and drink more than the national average. According to the City's own research 74 per cent of those accessing the NTE after 11pm are aged 15–30[103]. Higher levels of intoxication and large numbers of intoxicated people bought together in the same space and time generate "... crime, incivility, injury, and ill-health".[104] It appears that the dominance of this younger, intoxicated group deters "... other potential consumers of nightlife to the detriment of diversified economic activity and cultural life".[105] More people (80 per cent) now think that Australians have a problem with excessive alcohol consumption[106].

Many places now have some form of "responsible service of alcohol" training for bar staff, but evidence indicates this training does not reduce the service of alcohol to intoxicated people, levels of intoxication or violence rates. Graham (2006) emphasises that this may be because it fails to consider the context and process of the licensed environment in ways that multi-component programs would[107]. "Pre-fuelling" or drinking cheap alcohol at home before going out, also affects delivery of responsible service of alcohol in licensed premises.

"Safety is the key – all else springs from there."
– Participant, NSW Police Focus Group

There is good evidence to suggest that "brief interventions" with "risky" drinkers, who are admitted to hospital as a result of their drinking, are able to reduce their overall consumption to "safer" consumption levels. This type of intervention is provided in the UK through accident and emergency departments.

Education campaigns are one of the most common methods used to tackle alcohol-related harm and risky behaviour. Hadfield (2011:68) found that, while education campaigns targeting risky drinking can be effective as part of a package of measures, when used alone, "... they are among the least effective tools for reducing alcohol related harm". Babor et al (2010) agreed, noting that despite the proliferation of education programs, there is very little evaluation and evidence to suggest that they deliver a reduction in risky drinking or alcohol related harm[108].

Intoxication is a visible symbol of our NTE, however it is one of several factors which generate crime, disorder and amenity problems at night. Hadfield notes that effective interventions are those which address "... the behaviour of bar and door staff, environmental conditions, service infrastructure, policing and behavioural norms", and that a focus on all components is required to reduce harm[109]. This discussion paper presents options for a more holistic approach to improving Sydney's NTE.

Options for action

– Commission research to understand intoxication levels in late night areas, as done in Cardiff, Wales and London. This would enable better targeting and capacity to work with venues on intoxication.

– Try out the successful Cardiff model, where accident and emergency data along with crime and compliance information is used to work with licensed venues to reduce assault. This would require NSW Police, NSW Health, NSW Office of Liquor Gaming and Racing, venues and the City working together.

– Support the emerging public health approaches to educate "at risk" drinkers about "safer" drink levels, via a long-term education campaign across NSW. This wider approach is important as Sydney's NTE attracts local, interstate and international visitors.

– Consider a trial of "brief interventions" for people who have come into contact with police or medical services because of their drinking behaviour.

Three things that are already being done

– **NSW government has delivered the "Know When to Say When" campaign targeting risky drinking110, and two years ago the federal government released a campaign targeting binge drinking: "Don't turn your night out into a nightmare"[111].**

– **The City has distributed "Fail to quit" drink coasters reminding patrons of the penalties if they refuse to leave licensed premises after being asked to do so.**

– **The City has created more than 150 alcohol-free zones across the inner-city on public streets in key hot spots.**

"The end product should be a tool other cities can benchmark against."

11. Governance and Benchmarking

What people said they wanted

People wanted a night-time city that was better governed between local and state government and between business and residents. But they still wanted creativity and originality. One person said: "Appoint an aesthetic curator – with a soft lever and a big stick"[112].

Evaluating the City's NTE programs was seen as important. People thought the City's NTE work should serve as an international benchmark.

What the evidence says

One of the key questions about the NTE is whether it is possible to intentionally create and shape order. Governance may offer the way to create a sense of organisation in our city at night. Hadfield citing Crawford (2006)[113] describes governance of the NTE as encompassing "... informal street-level activities and spatial levels of social organisation, through to approaches that are embodied in policy guidelines, formal professional criteria and legislation". Clearly the role of local government sits within the more formal and structural areas of governance, but there are multiple roles we play.

The City of Sydney is only one partner in shaping the future of Sydney at night. State government, academia, business, visitors and residents all play a role in forming the city between 6pm and 6am. Consequently, more connections must be made between all stakeholders. This may include options like in Edinburgh, where Council Night Wardens and CCTV control room operators are briefed by the Police before going out on patrol.

Essential to creating order in the NTE, are rigorous data collection, monitoring and evaluation. Data and benchmarking are essential to understand how Sydney's NTE is changing. The evidence suggests localised data collection is most useful. Data about alcohol-related violence should focus on location and time[114].

"I think the parts of Sydney that feel the least safe, without doubt, are the drinking precincts after midnight. It's like a war zone trying to make your way past the clubs and fast food outlets."

– Participant, Online Forum

Options for action

- Work with the NSW government in their commitment for a whole of government Taskforce to address issues affecting NTEs across the state.
- Work with police to arrange briefings for Rangers and CCTV staff with key police commands to ensure better communication.
- Create a formal City of Sydney and NSW Police Liquor Licensing Group to ensure better compliance and coordination between agencies.
- Create a local government network about policy and practice in the NTE.
- Benchmark diversity in Sydney's NTE now and use this as a measure to understand how it changes in the future. This should include business type and mix, and population mix. Start new research in Newtown, Glebe and Redfern.
- Using the benchmarking data, create a night-time business, events and population diversity index which can be used internationally to compare the relative diversity of global NTEs.
- Continue to measure and monitor pedestrian volumes, congestion, migration, antisocial behaviour, area attractors and transport use patterns every two years to understand the impact of changes in Sydney's NTE.
- Monitor changes in the number of visitors and overnight stays in Sydney.
- Include hours of operation in the next City of Sydney Floorspace and Employment Survey.

- Monitor perceptions of the City's safety research.
- Develop a plan for talking to the public, business and government about our work on the NTE.
- In five years, go back and speak to people about whether our long term vision for night is changing the way visitors, residents and businesses experience Sydney.

Three things that are already being done

- **The City has created a Sector Roundtable of leading government, liquor, retail and cultural stakeholders to consider Sydney's future directions at night.**
- **The City will soon host a meeting of metropolitan Sydney councils to discuss NTE issues.**
- **The City has started collecting benchmarks to monitor changes in pedestrian growth, economic diversity and antisocial behaviour. We will continue to measure these areas to monitor change in Sydney's NTE.**

06

A Vision for Sydney at Night?

The City's aim is to deliver a world class, iconic and most importantly, safe NTE providing opportunities for all to participate.

A possible vision for Sydney at night in 2030 is one that is:

1. Connected

Where businesses connect to events large and small, each other and to Sydney residents, workers and visitors. With hubs that activate different city precincts. Where transport links precincts and outer suburbs, and continues throughout the night, and where digital access is available freely throughout the city, connecting people to what's happening around them at night.

2. Diverse

With later opening hours for shops, restaurants and cultural venues, and more no-alcohol activities attracting families, different cultural groups and older people into the city at night. Where new venues and activities emerge in underused spaces.

3. Inviting

With beautiful design, including lighting that brings the city to life at night, where spaces for pedestrians encourage strolling and exploring. Where streets are safe and free from violence, and where there is a balance of respect between visitors and residents.

4. Responsive

Where innovation is encouraged by reducing red tape, and where we listen to business and residents to improve the life of the city. With proactive, problem-solving teamwork with government and industry.

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07
Next Steps

08
Public Exhibition

The Policy for Sydney's night-time economy will be developed in 2012. The City will continue working with the community and our stakeholders to develop the policy which will be put on exhibition once drafted. There will be further opportunity to review and comment on the final Policy in 2012. This will include a four-week exhibition period.

The public exhibition of the "Open Sydney" Discussion Paper marks the second step in an extensive engagement and research program to deliver a long-term policy for Sydney's NTE.

The discussion paper incorporates key suggestions from our public consultations and evidence from our research program. It proposes options for the development of Sydney's NTE over the next 20 years. Comments on the discussion paper are encouraged and will be used to guide the preparation of the City's Policy and Action Plan for our NTE over the next two decades.

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09

Guide to Making Submissions

The City welcomes submissions from the public for documents on exhibition. There is no set format for submissions. They may be electronic or handwritten and can include attachments or multimedia, such as photos or a video presentation. Verbal submissions can be made through arrangement with the contact officer responsible for the exhibition. Submissions in languages other than English are welcome.

Your submission may contain facts, opinions, arguments and recommendations. It is important that your submission is relevant to the topics covered in the discussion paper.

Some questions you may choose to consider in providing your submission include:

– Does this reflect what you told us during our public consultations?

– Does this reflect what our evidence has told us?

– What would you add to the proposed directions?

– Are there things that we should not be covering?

– Do you agree with the vision?

– What should be our top five priorities and how would you order them?

– What should be included in the policy we will write?

The City asks that you provide your name and address or the details of the organisation you represent with your submission. Public access to your personal details is limited by Privacy and Freedom of Information laws. We will not distribute your personal information without your consent. However, we may categorise your submission under headings such as "local resident" or "CBD business".

Your submission content may be made publicly available and may appear full or in part on Council's website or in future publications. If you want your submission content to remain confidential you must clearly state this in writing with your reasons.

Anonymous submissions will not be accepted by the City. Nor will the City reproduce any comments it considers offensive of defamatory. If you wish to make a complaint about any material released, please see our Complaints Policy at www.cityofsydney.nsw.gov.au

Submissions will be kept on Council files. Access to your submission should be made under the "Government Information (Public Access) Act 2009".

How do I make a submission?

Submissions can be made from 7 November to 7 December 2011.

Submissions can be posted to:

Manager Late Night Economy

Town Hall House, 456 Kent Street

SYDNEY NSW 2000

Submissions can be emailed to: latenightsydney@ cityofsydney.nsw.gov.au

You can also submit your comments via: www.sydneyyoursay.com.au

What happens to my submission?

All submissions will be carefully considered by the City of Sydney in preparing our long term policy for Sydney at night. Letters of acknowledgement will not necessarily be provided for written submissions.

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22. Control – Core business, statutory responsibilities, service provision, Council facilities and services, buildings and other assets. Direct decision making and action is possible and necessary.

23. Influence – Areas of partial or shared responsibility or influence. Advocacy, lobbying, education and communication are possible. Action may be possible in collaboration with other organisations / sectors / levels of government.
Concern – Wide range of issues of importance to the community. Awareness/understanding important. Incorporation into strategic vision possible. Possible educative, advocacy, lobbying roles.
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