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MONTEREY, CALIFORNIA

THESIS

**SMART STRATEGIES FOR EFFECTIVELY MANAGING
ENTERTAINMENT DISTRICTS**

by

Charles A. Penn

March 2019

Co-Advisors:

Lauren S. Fernandez (contractor)
Shannon A. Brown

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**SMART STRATEGIES FOR EFFECTIVELY MANAGING
ENTERTAINMENT DISTRICTS**

Charles A. Penn
Deputy Chief of Police, Arlington County (Virginia) Police Department
BS, Radford University, 1991

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March 2019**

Approved by: Lauren S. Fernandez
Co-Advisor

Shannon A. Brown
Co-Advisor

Erik J. Dahl
Associate Chair for Instruction
Department of National Security Affairs

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ABSTRACT

Entertainment districts are—and will continue to be—a significant homeland security concern due to the large numbers of people who gather at these locations. Both the June 12, 2016, mass shooting at the Pulse Nightclub in Orlando, Florida, and the October 2, 2017, mass shooting at the Route 91 Harvest Country Music Festival in Las Vegas, Nevada, are tragic and recent examples of the devastation that continues to occur surrounding large gatherings of people. Entertainment districts share many similarities with traditional special events; however, research indicates that successful management of these areas requires a much more robust and comprehensive strategy to effectively maximize safety while maintaining an enjoyable atmosphere. The concept of place management has received significant attention in research regarding managing entertainment districts. This thesis analyzes how the actions of those controlling the businesses have a direct impact on the crime and disorder within a particular location. This thesis provides a comprehensive overview of the related literature and case studies from several active entertainment districts. The goal of this research is to identify and outline a collection of successful smart practices that jurisdictions should consider adopting based on the particular needs and expectations of their communities.

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LIST OF ACRONYMS AND ABBREVIATIONS

ABC	alcohol beverage control
ACPD	Arlington County Police Department
ARI	Arlington Restaurant Initiative
BBN	Best Bar None
BID	business improvement district
FEMA	Federal Emergency Management Agency
NSSE	national special security event
SEAR	special event assessment rating
UK	United Kingdom

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EXECUTIVE SUMMARY

Entertainment districts are—and will continue to be—a significant homeland security concern due to the large numbers of people who gather at these locations. In the United States, people are fortunate to have the opportunity to attend a variety of activities ranging from sporting events to cultural events to parades, where they can relax, enjoy themselves, and associate with others. Entertainment districts attract people for similar reasons and, therefore, require that additional measures be taken to ensure the safety and wellbeing of everyone present. The goal of this thesis was to identify “smart practices” for managing entertainment districts. This was accomplished through a review of applicable literature followed by a series of case studies, which facilitated the identification of these practices.

Traditional special events and entertainment districts share many similarities such as large crowds of people along with traffic, pedestrian, and security-related concerns. When evaluating the differences between managing entertainment districts and traditional special events, two primary concerns must be considered: 1) special events are often relatively short in nature, and 2) they normally do not involve the significant levels of alcohol-related concerns that are a daily problem in entertainment districts. While traditional security protocols are certainly applicable to both venues, research indicates that the successful management of entertainment districts requires a much more robust and comprehensive strategy to effectively maximize safety while at the same time fostering an enjoyable atmosphere. To create an effective strategy to manage entertainment districts, localities must be familiar with applicable concepts and theories to craft comprehensive strategies that will be successful in their individual communities.

The concept of “place management” has received significant attention in research as it relates to managing entertainment districts. The Institute of Place Management defines place management as “a coordinated, area-based, multi-stakeholder approach to improve locations, harnessing the skills, experiences and resources of those in the private, public

and voluntary sectors.”¹ In its simplest terms, place management is the concept that the actions and decisions of business managers and their employees, or “place managers,” impact how a business operates. It also stands to reason that if patrons are permitted to behave in any manner they like while inside an establishment, they may also have the same expectation when they exit, which impacts the public space that is under the control of local authorities. Ideally, meaningful and collaborative relationships are formed that support similar behavioral expectations both inside and outside a business—with law enforcement establishing a tone for people to enjoy public spaces and place managers enforcing behavioral expectations inside their businesses.

Several researchers have focused their attention on why some bars have significantly more violence than others. Franquez et al. refer to the small number of businesses accounting for the highest number of criminal incidents as “risky facilities.” Furthermore, they suggest, “What is generally found to separate risky facilities from low crime places is a combination of place management and premise notoriety.”² This concept is further illustrated in a Kansas City study by Lawrence Sherman et al., who found that “13% of the city’s 535 taverns produced half of the 11,338 offenses that occurred over a five-year period.”³ Madensen and Eck suggest that “observed concentrations of crime in and among bars is largely the result of choices made by those who own and manage these establishments.”⁴ The evidence clearly suggests that the concept of place management plays a role in managing entertainment districts, but it also suggests that a multi-prong approach is necessary.

¹ “What Is Place Management?,” Institute of Place Management, accessed November 5, 2017, <http://placemanagement.org>.

² Juan Franquez et al., “We Be Drinkin’: A Study of Place Management and Premise Notoriety among Risky Bars and Nightclubs,” *Western Criminology Review* 14, no. 3 (2013): 34, <http://www.westerncriminology.org/documents/WCR/v14n3/Franquez.pdf>.

³ L. W. Sherman, J. Schmidt, and R. Velke, “High Crime Taverns: A RECAP Project in Problem-Oriented Policing” (Washington, DC: Crime Control Institute, 1992), quoted in Tamara Madensen and John Eck, “Violence in Bars: Exploring the Impact of Place Manager Decision-Making,” *Crime Prevention and Community Safety* 10, no. 2 (April 2008): 112, <https://doi.org/10.1057/cpcs.2008.2>.

⁴ Madensen and Eck, “Violence in Bars,” 123.

Arlington County, Virginia, is home to a thriving entertainment district in the Clarendon area with 25 businesses serving alcohol to a combined capacity of approximately 7,000 people in a relatively small geographic area, with an approximate quarter-mile radius. It was clear that traditional enforcement efforts alone could not solve the problems in this increasingly popular area, and collaborative strategies were necessary to effectively manage it and ensure it remained an enjoyable place to visit. A detailed progression of efforts in this area is outlined in Chapter III to demonstrate the importance of deployment decisions, security protocols, collaborative partnerships, and innovative initiatives.

Law enforcement representatives from nine additional jurisdictions were interviewed at length on a number of different topics including deployment strategies, challenges in their areas, successful initiatives, outreach initiatives, collaborative partnerships, training, community expectations and tolerance, and agency goals and performance metrics. Particular focus was given to the successful strategies that each jurisdiction identified. Chapter IV describes the information obtained from each interview by jurisdiction. An analysis of the responses led to grouping the initiatives into several different categories. Not surprisingly, the most common categories of successful initiatives included officer deployment strategies as well as communication and collaboration efforts. While many different initiatives were outlined, this grouping allowed for synthesis in terms of smart practices.

This research demonstrates that smart strategies for managing entertainment districts require a collaborative multi-agency/entity approach to reduce crime and disorder through the implementation of a variety of different initiatives. Furthermore, to be successful, agencies should emphasize relationship-building and the training of all stakeholders to facilitate informed and professional place managers who are capable of reducing crime and disorder while improving the overall management and atmosphere of the entertainment district.

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together. The depth of knowledge and professionalism across the classroom continues to amaze me. You are truly a great group of professionals whom I will miss spending time with on a regular basis.

I. INTRODUCTION

A. PROBLEM STATEMENT

Entertainment districts are—and will continue to be—a significant homeland security concern due to the large numbers of people who gather at these locations. Both the June 12, 2016, mass shooting at the Pulse Nightclub in Orlando, Florida, and the October 2, 2017, mass shooting at the Route 91 Harvest Country Music Festival in Las Vegas, Nevada, are tragic and recent examples of the devastation that continues to occur surrounding large gatherings of people. According to a study conducted by the Harvard School of Public Health and Northeastern University, active-shooter attacks tripled between 2011 and 2014.¹ During that period, the study found such attacks occurred every 64 days, while in the 29 preceding years, they occurred on an average of every 200 days.² More recent statistics from the Federal Bureau of Investigation show that between 2000 and 2017, there were 250 active-shooter incidents in the United States, resulting in 799 deaths and an additional 1,418 people injured.³ In 2017 alone, there were 30 active violence incidents, which represent the largest number of incidents in one year during the 2000–2017 period. In 2017, 138 people lost their lives, while an additional 591 people were injured. The FBI data go on to illustrate that 42 percent of the 250 attacks occurred in commercial establishments.⁴ This information clearly demonstrates a continuing and increasing need for those in the homeland security enterprise to be proactive in their strategies to protect crowds of people.

¹ Amy Cohen, Deborah Azrael, and Matthew Miller, “Rate of Mass Shootings Has Tripled since 2011, Harvard Research Shows,” *Mother Jones*, October 15, 2014, <https://www.motherjones.com/politics/2014/10/mass-shootings-increasing-harvard-research/>.

² Jen Christensen, “Why the US Has the Most Mass Shootings,” CNN, October 5, 2017, <https://www.cnn.com/2015/08/27/health/u-s-most-mass-shootings/index.html>.

³ “Quick Look: 250 Active Shooter Incidents in the United States from 2000 to 2017,” Federal Bureau of Investigation, accessed January 28, 2019, <https://www.fbi.gov/about/partnerships/office-of-partner-engagement/active-shooter-incidents-graphics>.

⁴ Federal Bureau of Investigation.

In the United States, people are fortunate to have the opportunity to attend a variety of activities ranging from sporting events to cultural events to parades, where they can relax, enjoy themselves, and associate with others. Entertainment districts attract people for similar reasons. Special events often attract large crowds of people, who can benefit local jurisdictions by “increasing revenue, revitalizing a city, and providing a sense of community,” but at the same time, large crowds create an increased duty to ensure safety.⁵ The available research surrounding the management of special events is robust, comprehensive, and reasonably complete, but the research on entertainment district management is more fragmented by topic and lacks comprehensive resources to guide practitioners.

Entertainment districts and traditional special events share many similarities such as traffic and pedestrian concerns, management of large crowds of people, security-related concerns, permitting issues, and alcohol impairment. While traditional security protocols remain applicable to entertainment districts, research indicates that the successful management of these areas requires a much more robust and comprehensive strategy to effectively maximize safety and foster an enjoyable atmosphere.

To create an effective strategy to manage entertainment districts, localities must be familiar with applicable non-traditional concepts and theories to craft comprehensive strategies that will be successful in their particular communities. The concept of place management has received a considerable amount of attention in research. Franquez et al. have noted that businesses that serve alcohol are more likely to have high crime levels if they are not designed well, are over-crowded, and exercise limited control over alcohol service.⁶ The authors point out that place managers have the ability to control how customers behave by creating and enforcing behavioral expectations. The research surrounding place management as it pertains to entertainment districts focuses on how the

⁵ Center for Naval Analyses, *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies* (Arlington, VA: CNA, 2013), 5, <https://www.bja.gov/publications/lse-planning-primer.pdf>.

⁶ Juan Franquez et al., “We Be Drinkin’: A Study of Place Management and Premise Notoriety among Risky Bars and Nightclubs,” *Western Criminology Review* 14, no. 3 (2013): 34, 41, <http://www.westerncriminology.org/documents/WCR/v14n3/Franquez.pdf>.

actions of those controlling the businesses have a direct impact on crime and disorder rates within a particular location. One hypothesis regarding this topic is that entertainment districts are managed most effectively when managers employ a variety of different strategies to maximize safety while reducing crime and disorder. This thesis serves as a comprehensive overview of the existing literature surrounding the theories, strategies, and concepts relevant to managing entertainment districts.

B. RESEARCH QUESTION

What are smart practices for effectively managing entertainment districts?

C. RESEARCH DESIGN

The overall goal of this research is to identify and outline a collection of smart and proven strategies that individual jurisdictions should consider adopting based on the particular needs and expectations of their communities. Authoritative literature surrounding the implementation of traditional special event security protocols currently exists, but literature specifically addressing management of individual entertainment districts and the surrounding public space is less comprehensive. While there is literature on entertainment district strategies, there appears to be no comprehensive document that synthesizes the available literature and strategies into one resource.

Examining and understanding smart or best practices were necessary first steps before synthesizing and analyzing the information. In their book, *A Practical Guide for Policy Analysis*, Eugene Bardach and Eric Patashnik point out that for something to be declared a best practice, there must be significant research—which normally has not been completed—to support this designation.⁷ Bardach and Patashnik consider replacing “best practices” with “good practices” but assert that one cannot be sure whether there is sufficient measurement of the practice, which can be further influenced by the perspectives of practitioners. Bardach and Patashnik suggest that a more suitable term is “smart practice.” Considering how to characterize the features of smart practices, Bardach and

⁷ Eugene Bardach and Eric Patashnik, *A Practical Guide for Policy Analysis*, 5th ed. (Thousand Oaks, CA: SAGE Publications, 2016), 126.

Patahnsnik assert, “[The] basic mechanism . . . is its means of directly accomplishing useful work in a cost-effective manner. A smart practice is made up of (1) the latent potential for creating value . . . plus (2) the mechanism for extracting and focusing that potential.”⁸ This definition of a smart practice is adopted in this thesis.

Given that every entertainment district is different, that communities have different concerns and expectations, and that stakeholders have differing priorities, identifying strategies to create value for all stakeholder groups can present a significant challenge. There is no rule or playbook available for managing these dynamic areas, so agencies are often left to develop and implement innovative ideas that initially appear to create value but result in unintended consequences or disappointment. A key factor for success is to identify the anticipated value of the initiative before its implementation to facilitate program evaluation. Rarely is an initiative implemented that does not require some minor changes or pivots to gain the most value. To be truly effective, agencies must identify the needs, develop strategies and initiatives, prepare for a program evaluation after a time, and pivot if necessary.

A case study examining initiatives and efforts in the Clarendon area of Arlington County, Virginia, was conducted. It contrasts early initiatives with a more robust current strategy that has increased the deployment of place management concepts. This case study concludes with an evaluation of the strategy’s effectiveness compared to that of early deployment initiatives. The analysis supports the effectiveness of the current strategy but identifies challenges associated with the program evaluation. It also highlights the need for defined program goals and objectives as well as performance metrics.⁹

This research would be incomplete without exploring what different localities have done to reduce crime and disorder surrounding these areas. Law enforcement officials from nine different localities were interviewed to garner specific details of their jurisdictions’

⁸ Bardach and Patashnik, 131.

⁹ This researcher had the opportunity to serve as the district commander for the area encompassing Clarendon from 2010 through 2013 and participated in the early evolution of the deployment strategy. A later assignment beginning in 2015 allowed the author to command the Operations Division, which has oversight of all uniformed initiatives, including in Clarendon. Since that time, the current deployment strategy was implemented through the work of Corporal Jim Mastoras.

efforts to manage crime and disorder in their entertainment districts. The interviews focused on what each locality has done successfully to reduce crime and disorder and improve the overall management of its entertainment district. The jurisdictions selected for interviews span the United States and represent differently sized localities to assist readers in identifying practices that may be effective in their respective jurisdictions.

D. CHAPTER OVERVIEW

Chapter II provides an in-depth review of the available literature pertaining to managing entertainment districts. This chapter focuses on three primary issues: traditional special event management, place management concepts as they apply to entertainment districts, and the factors that lead to crime. Chapter III presents an in-depth case study surrounding the entertainment district in Arlington County, Virginia. This study compares the locality's early efforts to manage the entertainment district with the current multi-pronged approach. Chapter IV provides details from the nine additional case studies compiled from jurisdictions across the United States. This is followed in Chapter V by analysis and synthesis of the information, from which a list of successful strategies identified by agency representatives was developed. Chapter VI provides a conclusion and offers implementation recommendations along with suggestions for future research.

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II. LITERATURE REVIEW

Effective management and control of entertainment districts, including the public space, require a structured and strategic approach by the host jurisdiction, which ultimately bears responsibility for the safety of everyone present. This literature review focuses on three different subsections of literature: traditional special event management protocols, the place management concept as it pertains to entertainment districts, and the factors that lead to crime in entertainment districts.

A. SPECIAL EVENTS MANAGEMENT

Understanding how traditional special events are managed begins with understanding what a special event is. The Federal Emergency Management Agency (FEMA)'s *Special Events Contingency Planning: Job Aids Manual* defines a special event as follows:

A non-routine activity within a community that brings together a large number of people. Emphasis is not placed on the total number of people attending, but rather the impact on the community's ability to respond to a large-scale emergency or disaster or the exceptional demands that the activity places on response services. A community's special event requires additional planning, preparedness, and mitigation efforts of local emergency response and public safety agencies.¹⁰

The term *special event* can mean different things to different people in different contexts, so it is important first to explore this term. Categorizing an event requires first examining the specific details. The highest level of classification an event can be awarded is that of national special security event (NSSE), which is designated by the president of the United States or the secretary of homeland security. Examples of NSSEs include presidential inaugurations and nominating conventions.¹¹ Any event designated an NSSE is supported

¹⁰ Federal Emergency Management Agency, *Special Events Contingency Planning: Job Aids Manual* (Washington, DC: FEMA, March 2005), 1-1, <https://www.hsdl.org/?abstract&did=759939>.

¹¹ Shawn Reese, "National Special Security Events: Fact Sheet," CRS Report No. R43522 (Washington, DC: Congressional Research Service, 2017), <https://www.hsdl.org/?abstract&did=798471>.

by the federal government with equipment, personnel, and funding.¹² As expected, there are very few, if any, NSSEs designated during any given year. Events that do not meet NSSE criteria are rated based on their security risk and assigned a special event assessment rating (SEAR) from 1 to 5. Events categorized as SEAR 1–3 are also eligible for federal personnel and equipment support, but they are not eligible for federal funding.¹³ Table 1 outlines the different SEAR categories and provides some examples of specific events in each.

Table 1. Special Event Assessment Rating Categories¹⁴

Level 1	• Significant national and/or international importance • May require extensive federal interagency support	• NFL Super Bowl • United Nations General Assembly
Level 2	• Significant events with national and/or international importance • May require some national-level support	• Boston Marathon • DC Fourth of July • NY New Year's Eve • Kentucky Derby
Level 3	• Events of national and/or international importance • Require only limited federal support	• Coca-Cola 600 • Rolling Thunder • Oklahoma State Fair
Level 4	• Limited national importance • Handled at the state and local level	• Major League Baseball Games • NCAA Division I Football Games (e.g., Big 10 Football Championship)
Level 5	• Events that may be nationally recognized but generally have local or state importance	• Minor League Baseball Games • NCAA Division I Football and Basketball Games

Given this information, the majority of special events are not classified as NSSEs or SEAR 1–2 events; therefore, the responsibility for their management rests with local or state officials. For example, Arlington County, Virginia, is home to over 200 special events per year and, aside from the Marine Corps Marathon and the Army Ten-Miler, none receive federal funding or support. This leaves the planning, deployment, and overall responsibility to manage an event with the local jurisdiction.

¹² James Gehring, "Sports Venue Security: Public Policy Options for SEAR 4-5 Events" (master's thesis, Naval Postgraduate School, 2014), 4, <https://calhoun.nps.edu/handle/10945/42632>.

¹³ Gehring, 4–5.

¹⁴ Source: Gehring, 5.

Special event planning guidance has been published by a number of governmental agencies, primarily for state and local government audiences. This guidance is relevant to entertainment districts because many agencies have traditionally managed these areas in a manner similar to significant special events such as marathons or festivals.

According to the Department of Justice, special events can be separated into three different phases: pre-event planning, security management during the event, and post-event activities.¹⁵ FEMA notes that by engaging in the planning process, agencies consider numerous potential incidents along with accompanying mitigation strategies, which better prepare first responders to manage the incidents that actually occur in a timely manner. The planning process also brings clarity to the event because roles and responsibilities will have been reviewed and agreed on in advance.¹⁶ A report published by Community Oriented Policing Services suggests that when law enforcement plans for and manages a special event, it must anticipate worse-case scenarios and weigh potential mitigation strategies against the community's expectations, all while continuing to provide day-to-day police services to the remainder of the community.¹⁷

As outlined, it is critical that localities engage in a robust and professional planning process prior to an event. While the number of potential threat concerns is vast depending on the event, FEMA outlines over 20 different topical areas that should be considered throughout the planning process—ranging from terrorism to infrastructure failure to managing large numbers of inebriated people to health-related concerns.¹⁸ The specific security-related measures deployed will vary depending on the event in question, but the planning process must consider numerous potential threat scenarios and work to identify areas of possible vulnerability to determine the most likely scenarios, which will guide deployment strategies.

¹⁵ Edward Connors, *Planning and Managing Security for Major Special Events: Guidelines for Law Enforcement* (Washington, DC: Community Oriented Policing Services, March 2007), 7, <https://www.hsdl.org/?view&did=482649>.

¹⁶ Federal Emergency Management Agency, *Special Events Contingency Planning*, 2.

¹⁷ Connors, *Planning and Managing Security*, v–vi.

¹⁸ Federal Emergency Management Agency, *Special Events Contingency Planning*, 2–59.

Several authoritative sources detail the many facets of special event management. These sources include but are not limited to the following publications: FEMA's *Special Events Contingency Planning: Job Aids Manual*, the U.S. Department of Justice's *Planning and Managing Security for Major Special Events*, the Center for Naval Analyses' *Managing Large-Scale Security Events*, and the Police Executive Research Forum (PERF)'s *Managing Major Events: Best Practices from the Field*. Most of these sources include extensive planning and deployment checklists, which are helpful to practitioners. The available literature on this topic is substantial, thorough, and reasonably complete. Entertainment districts share several similar concerns with special events—such as traffic management, crowd control issues, security concerns, alcohol impairment, and permitting issues—but some of the differences are explored elsewhere in this thesis. The next portion of this literature review focuses on concepts and strategies beyond the traditional special events protocols, which may be necessary for the overall management of an entertainment district.

While similar in many aspects to a special event, entertainment districts present unique and specific challenges. For their 2000 study, Blair Berkley and John Thayer surveyed 34 law enforcement managers from different jurisdictions to identify the features and dynamics of entertainment districts that create a need for police services as well as effective police strategies to respond to identified concerns. Although this information is dated, it still provides a basis from which to begin our understanding and analysis. The authors came to a general consensus that managing these areas “requires continuous training and education of business managers and private security personnel” and that “night-time district patrol requires a multi-prong effort to pre-empt problems and assure public safety.”¹⁹ To support their conclusions, the authors published tables outlining and quantifying problems encountered in entertainment districts along with identified methods for policing these areas.

¹⁹ Blair Berkley and John Thayer, “Policing Entertainment Districts,” *Policing: An International Journal of Police Strategies & Management* 23, no.4 (2000): 466, <https://doi.org/10.1108/13639510010355468>.

Considering the frequency distribution of problems encountered surrounding entertainment districts, Berkley and Thayer outline 29 different potential problems broken down into three different categories: entertainment district features, entertainment district dynamics, and violations and law enforcement. The survey respondents were asked to categorize the potential problems as always, frequently, sometimes, rarely or never a problem.²⁰ The potential problems identified most often as *frequently* or *always* being a problem in entertainment districts included nightclubs and bars, inadequate street and parking capabilities, and the concentration of businesses serving alcoholic beverages. The problems most frequently identified as problematic for entertainment districts included public urination, panhandlers, traffic congestion, and crowds at closing time. And finally, the problems most often cited regarding violations and law enforcement included fighting, larcenies from automobiles, and public intoxication.²¹ While no conclusions are drawn from these findings at this time, the survey illustrates the point that numerous variables at play in an entertainment district affect the overall safety and security of the area and, therefore, must be addressed in a comprehensive manner.

Berkley and Thayer also studied different methods of policing entertainment districts, and their methodology allowed participants to highlight the methods they believed were most effective. This analysis was broken down into four different categories: strategic planning, community policing, deployment, and entertainment district patrol. The most frequently cited effective initiatives under the strategic planning category included the involvement of police in planning development reviews and a requirement that police review and approve security plans for businesses seeking live entertainment or use permits. The initiatives most often cited in the community policing category included the use of problem-oriented policing techniques, the police department's interaction with local merchant associations, the police department providing training for businesses, and the need for a full-time person assigned to the entertainment district to facilitate communication and serve as a liaison. The most effective deployment initiatives cited

²⁰ Berkley and Thayer, 471–472.

²¹ Berkley and Thayer, 471–472.

included the use of foot patrols, bicycle patrols, motorcycles, and marked patrol vehicles. And finally, the initiatives listed most frequently as successful in the entertainment district patrol category included having clear enforcement priorities, dispersing large crowds of people, setting a tone by taking enforcement actions early in the evening, walking through businesses on a regular basis, and making contact with potential problem patrons as soon as possible.²² This work illustrates that the management of these areas requires a multi-pronged approach with several different initiatives complementing one another.²³

While any location with a large crowd of people necessitates security protocols to protect human life, the social dynamics of entertainment districts warrant further exploration to examine factors that may lead to increased levels of crime and disorder. Franquez et al. have asserted the concepts of place management and premise notoriety as distinguishing factors when comparing high-crime to low-crime locations.²⁴ While many potential theories contribute to understanding the different violence levels at bars, much of this research focuses on the management of individual businesses, not the surrounding public space. The literature has generally accepted the premise that place management is important in the overall success and general order of a bar, and therefore, this concept is explored further in the following section.

B. PLACE MANAGEMENT

At its most basic, the concept of place management is an effort to make places better. While this seems like a simple concept, reality continues to show that making changes and maintaining relevancy with societal expectations are not at all simple tasks. In 2006, the Institute for Place Management was formed to work with “policy makers, practitioners and providers to identify the core skills and competencies involved in the effective management, development and marketing of places.”²⁵ Two years later, this

²² Berkley and Thayer, 473–475.

²³ For purposes of this research, the term *multi-pronged approach* refers to a strategy in which many different initiatives or deployments of resources are used together simultaneously.

²⁴ Franquez et al., “We Be Drinkin’,” 34.

²⁵ “What We Do,” Institute of Place Management, accessed October 13, 2018, <http://placemanagement.org>.

group formed the *Journal of Place Management and Development*, which reports on topics pertaining to managing, marketing, and making places. As a concept, place management is very broad and is applicable to any place from very large to very small, so the concepts contained within the broader scope are relevant to this literature review.

Research has identified that some businesses in an area may account for a disproportionate amount of crime and disorder compared to others in the same location. Franquez et al. refer to the small number of businesses accounting for the highest number of criminal incidents as “risky facilities.” They suggest, “what is generally found to separate risky facilities from low crime places is a combination of place management and premise notoriety.”²⁶

The Institute of Place Management defines place management as “a coordinated, area-based, multi-stakeholder approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.”²⁷ By its definition, place management as a concept is not limited to entertainment districts, but several researchers have applied the concept to these areas as a means of reducing harm and more effectively managing the businesses or areas.

A 2001 study in Australia conducted by Peter Walsh acknowledges the concept of place management and its growing popularity as a relevant concept. Walsh proffers that while there is not a consistent definition of place management, there are several identifiable characteristics of the concept, which include “equity and targeting . . . , outcomes and accountability . . . , coordination and integration in service delivery . . . and flexible governance.”²⁸ At the conclusion of his research, Walsh suggests,

The fundamental purpose and outcome of place management is to overcome complex, multiple and interdependent problems afflicting specific areas and communities, the causes of which often reside outside those areas, in order

²⁶ Franquez et al., “We Be Drinkin’,” 34.

²⁷ “What Is Place Management?,” Institute of Place Management, accessed November 5, 2017, <http://placemanagement.org>.

²⁸ Peter Walsh, “Improving Government’s Response to Local Communities—Is Place Management an Answer?” *Australian Journal of Public Administration* 60, no. 2 (2000): 8–9, <https://doi.org/10.1111/1467-8500.00204>.

to achieve measurable benefits and improved outcomes for people living there.²⁹

Additionally, he recommends that when addressing a problem or concern, the most appropriate use of the place management concept is in conjunction with other efforts in the hopes of achieving success.³⁰

In her dissertation, Tamara Madensen outlines a more robust definition of place management as it pertains to entertainment districts:

Place management is a set of four processes that owners, their employees, and others use to organize the physical and social environment of a location so that the functions of the place can be carried out. Managers can use these four processes either separately or in combination. These processes are:

Physical Space Organization—the organization and design of the physical space and structure, including location selection, construction, repair, and upkeep;

Regulation of Conduct—the promotion and prohibition of activities, including activities that are sought after and those that are undesirable;

Access Control—the inclusion and exclusion of people; and

Resource Acquisition—the acquisition of money and other resources that can be used for 1 through 3, as well as any profit.³¹

Madensen also suggests, “Place management is part of routine activities theory . . . which is, in turn, an integral part of environmental criminology . . . , a perspective whose primary theories include routine activities theory . . . , situational crime prevention . . . , rational choice perspective . . . and crime pattern theory.”³² While Madensen’s definition is clearly more detailed and provides some specific areas for consideration, it lacks the concept of following a coordinated and collaborative approach across many

²⁹ Walsh, 9.

³⁰ Walsh, 11.

³¹ Tamara Madensen, “Bar Management and Crime: Toward a Dynamic Theory of Place Management and Crime Hotspots” (PhD diss., University of Cincinnati, 2008), 19, http://rave.ohiolink.edu/etdc/view?acc_num=ucin1180461844.

³² Madensen, 3.

stakeholders to achieve desired outcomes. This difference is likely because Madensen's dissertation focuses more specifically on alcohol-serving establishments while the Institute of Place Management's definition is more broadly targeted.

Madensen later partnered with John Eck, who has written extensively in this arena, and published a document focused on how the decisions of place managers have an impact on crime and disorder within bars. They offer the hypothesis that "bar managers create and maintain settings that can suppress, permit, or facilitate acts of violence."³³ In their jointly authored paper, Madensen and Eck identify six categories of decision points that have an impact on crime and disorder: "(1) bar theme, (2) bar location, (3) property characteristics, (4) staff, training, and security, (5) activities and entertainment, and (6) marketing strategies."³⁴ They further suggest that the actions of the place managers and their decisions impact who the customers of the business will be and ultimately how the business will be used. To gain a more thorough understanding of place management concepts as they relate to entertainment districts and bars, the following paragraphs briefly explore the six categories.

1. Bar Theme

When a new bar owner is preparing to open his or her business, many different considerations may influence its theme. Some of the factors mentioned in Madensen and Eck's research include the type of customers a business hopes to attract and an identified void to fill in a particular area. Once a decision is made concerning the theme of a particular business, it will have a significant impact on a host of subsequent management decisions and actions.³⁵

³³ Madensen and Eck, "Violence in Bars: Exploring the Impact of Place Manager Decision-Making," *Crime Prevention and Community Safety* 10, no. 2 (April 2008): 111, 117, <https://doi.org/10.1057/cpcs.2008.2>.

³⁴ Madensen and Eck, 117–118.

³⁵ Madensen and Eck, 118–119.

2. Bar Location

While this topic needs little explanation, the location selected can affect the amount of advertising required and the theme of the bar. If an owner opens a bar in an area where multiple bars already exist, he or she will not necessarily have to advertise its opening, but the location may have a defining impact on what themes will be successful in a particular area.³⁶

3. Property Characteristics

The physical layout of a particular location can significantly affect future management decisions such as security measures and procedures, necessary staffing levels, and required training programs. Research has shown that the physical characteristics of a bar can lead to more crowding, which can result in increased levels of violence or disorder.³⁷

4. Activities and Entertainment

An owner's choice surrounding the activities and entertainment for his business can make a meaningful impact on the overall operation of the business. The type of activities selected can impact the necessity of and means for advertising and marketing, the security deployments necessary, and the overall staffing levels. Activities also may impact the type of patrons who frequent the business. An example cited by Madensen and Eck suggests that a bar hosting a lady's night may attract younger and more disorderly clientele, which could lead to increased levels of violence and disorder. Additionally, research has suggested that bars with dancing or competitive games often attract large crowds of people who are more likely to have physical contact, which could lead to increased levels of disorder.³⁸

³⁶ Madensen and Eck, 120–121.

³⁷ Madensen and Eck, 120.

³⁸ Madensen and Eck, 121.

5. Staff, Training, and Security

Studies have found that violence and disorder are more likely in bars where the staff-to-patron ratio is lower or where inadequate training is provided. Under the place management concept, each employee serves as a place manager with the ability to interrupt crime and disorder, so it is imperative that people who are willing to participate actively in this duty be hired, trained, and deployed appropriately.³⁹

6. Marketing Strategies

A bar owner or manager's choices surrounding marketing can have a direct impact on the clientele the business attracts. An intentional decision to charge more for drinks or to impose a dress code may reduce the likelihood of violence and disorder.⁴⁰

As mentioned earlier, Franquez et al. suggest that the concepts of place management and premise notoriety affect whether a business is a risky or non-risky facility.⁴¹ The concept of premise notoriety in simplest terms relates to how popular or known a particular business is. Franquez and his team conducted a study of multiple bars and nightclubs to determine the impact premise notoriety has on crime and disorder. Their findings suggest that the “variation in the crime and disorder observed in and around bars was significantly related to inadequate alcohol control . . . and the interaction between Yelp.com rating and crowdedness.” They go on to explain that decreasing control over alcohol results in an increase in the Yelp.com rating, which can lead to more crowding and, ultimately, a “multiplicative increase in the array of crime and disorder issues observed.”⁴² Because we live in the age of social media with nearly instantaneous access to information, bar staff and public safety staff must be aware of the social dynamics at play and be prepared to respond to changes and incidents that occur.

³⁹ Madensen and Eck, 122.

⁴⁰ Madensen and Eck, 122.

⁴¹ Franquez et al., “We Be Drinkin’,” 34.

⁴² Franquez et al., 40–41.

Limited research seems to apply place management concepts in entertainment districts or bars. Most of what has been written has been by independent researchers and supports the application of place management concepts when managing entertainment districts as part of an overall strategy.

C. FACTORS RELATING TO CRIME IN ENTERTAINMENT DISTRICTS

Understanding that place managers have an opportunity to reduce crime, it is equally important to understand what the causes and response considerations are for crime and disorder in entertainment districts. The literature on factors relating to crime in entertainment districts frequently addresses alcohol and its level of service. It has been estimated that alcohol was involved in 19–37 percent of violent crimes committed in the United States between 1997 and 2008.⁴³ Additionally, researchers suggest that levels of crime and disorder increase in businesses that do not monitor intoxication levels of the patrons and that support excessive alcohol sales.⁴⁴ Given the significant alcohol consumption that occurs in entertainment districts, the correlation between alcohol and crime requires further analysis. A 1994 study conducted by Homel and Clark in Sydney, Australia, “found that 79.5% of all assaults witnessed were observed at only 17.8% of the bars.”⁴⁵ Another study conducted in Kansas City, cited by Madensen and Eck, found that “13% of the city’s 535 taverns produced half of the 11,338 offenses that occurred over a five-year period.”⁴⁶ Moreover, Madensen and Eck suggest that “observed concentrations of crime in and among bars is largely the result of choices made by those who own and manage these establishments.”⁴⁷

⁴³ Jerry H. Ratcliffe, “The Spatial Extent of Criminogenic Places: A Change-point Regression of Violence around Bars,” *Geographical Analysis* 44 (2012): 302–320, <https://doi.org/10.1111/j.1538-4632.2012.00856.x>.

⁴⁴ Franquez et al., “We Be Drinkin’,” 35.

⁴⁵ Madensen, “Bar Management and Crime,” 22.

⁴⁶ L. W. Sherman, J. Schmidt, and R. Velke, “High Crime Taverns: A RECAP Project in Problem-Oriented Policing” (Washington, DC: Crime Control Institute, 1992), quoted in Madensen and Eck, “Violence in Bars,” 112.

⁴⁷ Madensen and Eck, “Violence in Bars,” 123.

Figure 1 highlights the numerous individual factors potentially at play in crime or disorder at any given business. The factors listed all fall within the purview of the business or place managers. Any of the behaviors or actions outlined in the three groupings to the left of the figure can be controlled through policy, practice, leadership, and vision. This is of particular importance because the findings highlight that crime is not equally distributed among various establishments, even those in proximity to one another.

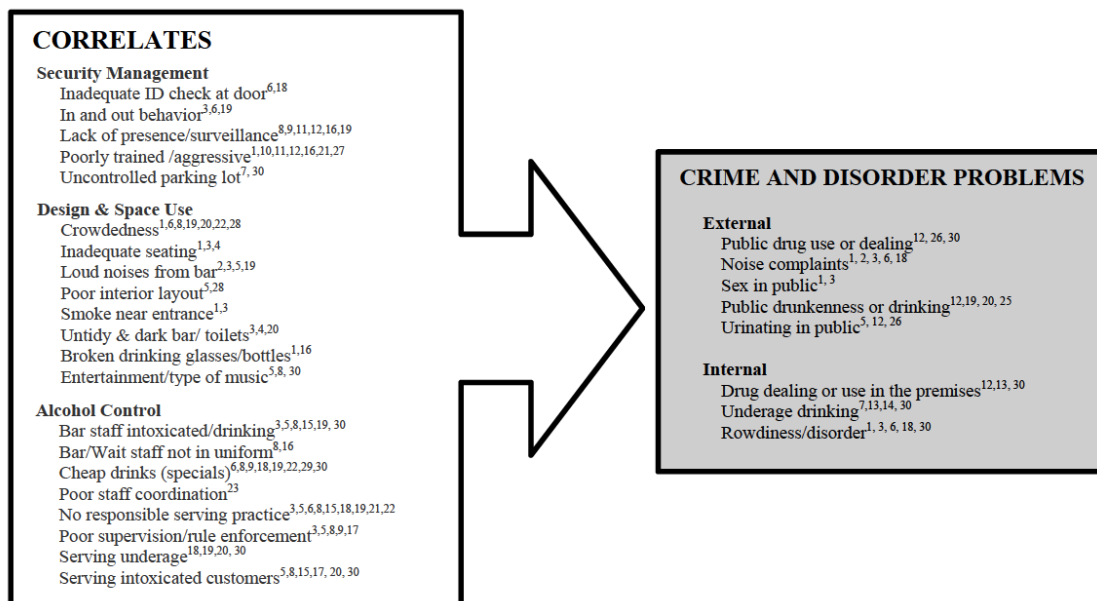


Figure 1. Factors Associated with Crime and Disorder Problems at Alcohol-Serving Establishments⁴⁸

Research clearly indicates that there is a correlation between alcohol-serving establishments and crime and disorder. A study conducted by Franquez et al. found that “as alcohol control declines, there is a greater range of visible crime and disorder problems.”⁴⁹ A study conducted in Vancouver, British Columbia, found that the number of violent acts occurring every hour ranged widely with the average being one act every

⁴⁸ Source: Franquez et al., “We Be Drinkin’,” 36.

⁴⁹ Franquez et al., 41.

13.5 hours and the worst case being three violent acts an hour.⁵⁰ Lawrence Sherman suggests four different explanations for the differences in violence rates at bars:

Patron Hypothesis suggests “that high-crime bars are where high-crime people congregate.”⁵¹

Management Hypothesis suggests that bar managers have the ability to influence how people behave within an establishment and who the patrons are.⁵²

Behavior-Setting Hypothesis considers multiple factors, which include “the configuration of people, informal rules, space, time and objects associated with more or less violence.”⁵³

Neighborhood Hypothesis suggests that “bars in bad neighborhoods will generate more crime than bars in good neighborhoods, regardless of the criminality of the patrons.”⁵⁴

Understanding the underlying theories for the increased crime rates at bars and knowing how to reduce crime are equally important. It seems reasonable to suggest that three of the four suggested hypotheses can be mitigated by place managers. The patron hypothesis suggests that “high-crime people” congregate at high-crime bars, so the question here is what managers can do to mitigate this fact or what changes they can make within their businesses to draw fewer high-crime people. Regardless, place managers have the ability to make an impact under this hypothesis. The management hypothesis is already based on the place management concept, and the behavior-setting hypothesis considers several different factors, many of which could be affected by place managers. Regarding the neighborhood hypothesis, it is important to recall that bars in proximity often have varying levels of crime and disorder while still being physically positioned in the same general area. Although a particular neighborhood may have some influence or impact on

⁵⁰ Lawrence W. Sherman, “Hot Spots of Crime and Criminal Careers of Places,” in *Crime and Place*, ed. John E. Eck and David Weisburd, vol. 4 (Monsey, NY: Criminal Justice Press, 1995), 45, <https://popcenter.asu.edu/node/4717>.

⁵¹ Sherman, 45.

⁵² Sherman, 45.

⁵³ Sherman, 45.

⁵⁴ Sherman, 45.

violence and disorder rates, given the differences between businesses, effective place management seems to play a significant role here.

In order to maintain a business that people enjoy visiting, place managers should be keenly aware of the factors leading to crime and take proactive steps to reduce the likelihood of criminal behavior. Numerous researchers have highlighted opportunity crime theories in discussing the causes of crime. This theory asserts the principal factor leading an offender to commit a crime is that the potential rewards of the behavior outweigh the risks.⁵⁵ Another specific consideration includes the actual environment where the crime occurs and the people in the area.⁵⁶ John Eck approaches this same concept through routine activities theory, suggesting that “a crime is highly likely when an offender and a target come together at the same place at the same time, and there is no one nearby to control the offender, protect the target or regulate conduct at the place.”⁵⁷ Franquez et al. suggest that “crimes occur when a motivated offender (1) and a suitable target (2) intersect at a specific location (3) and there is a conspicuous absence of capable guardians (4), intimate handlers (5), and effective place managers (6).”⁵⁸ Fully exploring this concept begins with a working definition of some of the key terms. The following definitions are suggested by Charlotte Gill from the Center for Evidence-Based Crime Policy at George Mason University:

Handlers: People who encourage potential offenders to avoid temptation to commit crime (for example, a family member or other role model whom the offender fears upsetting if s/he is caught for the crime.)

Guardians: People or processes that protect targets from victimization and/or deter potential offenders from committing crime. Guardians can be human or mechanical and formal (specifically tasked with acting as a guardian) or informal. For example, a police officer is a formal human guardian and a security camera is a formal mechanical guardian. An

⁵⁵ Charlotte Gill et al., “Reducing Alcohol-Related Crime and Disorder in Clarendon” (working paper, George Mason University, 2017), 2, http://cebcp.org/wp-content/gill/arl-report-public_28jul17.pdf.

⁵⁶ Gill et al., 2.

⁵⁷ John Eck, “Police Problems: The Complexity of Problem Theory, Research and Evaluation,” *Crime Prevention and Studies* 15 (2003): 88, http://www.popcenter.org/library/crimeprevention/volume_15/04eck_problem_theory.pdf.

⁵⁸ Franquez et al., “We Be Drinkin’,” 35.

example of an informal guardian is a passer-by whose unexpected presence in a dark alley deters an offender who is about to rob a person walking alone.

Place Managers: People who control the place itself. They are similar to informal guardians but indirectly affect the safety of the whole space rather than just the potential targets within it. Their behavior can determine whether the place overall is conducive to or protected against crime. Bar managers and staff are good examples of place managers: their job is to run a business and serve customers, but their policies and decisions impact how other people behave in the bar.⁵⁹

These three concepts are depicted in Figure 2, which illustrates the ability of effective controllers to remove one of the elements necessary for a criminal incident.⁶⁰ This raises an interesting point in that two of the three categories of controllers can be actively engaged and trained to have a positive impact in their environment or areas of responsibility. It would be impossible to determine who the “handlers” are for most individuals or large numbers of people, so the focus remains on the “guardian” and place manager groups as the engaged action of any one guardian or place manager has the ability to prevent crime and disorder.

⁵⁹ Gill et al., “Reducing Alcohol-Related Crime and Disorder,” 3.

⁶⁰ Eck, “Police Problems,” 90.



Figure 2. Routine Activity Theory's Crime Triangles⁶¹

In her dissertation, Tamara Madensen expands on the place manager category by highlighting the assertion—in Marcus Felson’s 1995 article, “Those Who Discourage Crime”—that place managers fit into one of the following four different groups:

- (1) managers with “personal” responsibility are usually the owners of properties; (2) those with “assigned” responsibility are employees specifically assigned to regulate behavior at a location; (3) managers with “diffuse” responsibility are other employees who work at a location but whose job description does not include controlling the behaviors of others; and (4) managers with “general” responsibility are strangers or other citizens who visit places during the course of their routine activities.⁶²

While everyone who fits into one of these four groups is a place manager and, therefore, can interrupt crime and disorder, each group is significantly different in its authority and interest in serving this role. Nevertheless, having well-trained, astute, professional employees at businesses can interrupt the process that leads to crime or disorder.

A 2006 study of 118 bars in Toronto, Ontario, by Graham et al. focused on the environmental predictors of aggression in bars. The major finding of this study is that the

⁶¹ Source: Eck, “Police Problems,” 89.

⁶² Madensen, “Bar Management and Crime,” 1.

immediate environment of the business coupled with specific environmental factors is the key in predicting aggression. Specifically, this study found that the “social environment and closing time variables were the strongest predictors of patron aggression.”⁶³ This study indicates there is an increased likelihood of aggressive behavior in crowded bars with a significant amount of movement, such as dancing among intoxicated people, in a permissive environment. Additional factors include queuing, disorderly behavior, security staff who lack professional boundaries, and people hanging around in the area after closing time.⁶⁴

A similar study conducted by Graham et al. found that the most common place for aggression in a bar is the dance floor area. The study lists other common places for aggression (in descending order): the bar area, tables, aisles, hallways and other areas where people are moving, and the entrance.⁶⁵ While there is certainly more granularity that can be gleaned from both of these studies, they have been included to illustrate the importance of the place manager in taking steps to reduce violence and aggression based on personal observations within his areas of responsibility and available research.

Businesses within an entertainment district draw substantial crowds of people. Franquez et al. have suggested that as the control over alcohol decreases, the positive patron perception of the business increases, which can lead to additional crowding within a bar.⁶⁶ As outlined earlier in this section, the amount of crowding may affect the levels of violence and disorder within a bar or entertainment district. Michael Townsley and Robert Grimshaw suggest that higher levels of aggressive behavior are affected by crowding, the movement of people, and noise. They acknowledge that a crowded place with people moving about can act as a precipitator, but increased levels of aggression are more closely linked to bottlenecks and crossflows of people in a given area. Citing a study by MacIntyre

⁶³ Kathryn Graham et al., “Bad Nights or Bad Bars? Multi-Level Analysis of Environmental Predictors of Aggression in Late-Nite Large-Capacity Bars and Clubs, *British Journal of Addiction* 101 (May 2006): 1577, <https://doi.org/10.1111/j.1360-0443.2006.01608.x>.

⁶⁴ Graham et al., 1577.

⁶⁵ Kathryn Graham et al., “Hotspots for Aggression in Licensed Drinking Venues,” *Drug Alcohol Review* 31 no. 4 (June 2012), <https://doi.org/10.1111/j.1465-3362.2011.00377.x>.

⁶⁶ Franquez et al., “We Be Drinkin’,” 41.

and Homel from 1997, the authors point out that while crowded establishments have increased levels of violence, they do not necessarily have the highest numbers of people present.⁶⁷ Their study concludes that “the site with the consistently highest aggression display[s] pedestrian vectors with more cross paths, higher levels of crowding, more time spent waiting in queues and ineffective queue management practices.”⁶⁸ Townsley and Grimshaw’s research suggests that in order to reduce levels of aggression, designers must understand how crowding occurs and focus their efforts on reducing or minimizing the contributing factors.⁶⁹

The distance surrounding a bar may also contribute to crime and disorder. A 2008 study conducted in Philadelphia found that violence may be present up to 85 feet from a bar.⁷⁰ This information suggests that entertainment districts and the businesses contained within them do not operate independently. This distance must be considered both by individual business managers when developing procedures to maintain positive relationships with their neighbors and by local government officials when determining an appropriate and effective strategy to manage crime and disorder in the public space surrounding bars or entertainment districts.

There is a significant body of research surrounding crime and disorder in and around bars and entertainment districts; it is primarily authored by academia, much of it in partnership with a law enforcement agency. Available research is clear that there are increased levels of crime and disorder in and around bars and entertainment districts. Alcohol is a primary contributor to this increase, but there is a host of additional variables that influence crime and disorder. Reasonably consistent throughout the literature are the variables identified as being problematic in these environments. The gap in the literature

⁶⁷ Michael Townsley and Robert Grimshaw, “The Consequences of Queueing: Crowding, Situational Features and Aggression in Entertainment Precincts,” *Crime Prevention and Community Safety* 15, no. 1 (February 2013): 26–27 <https://doi.org/10.1057/cpcs.2012.12>.

⁶⁸ Townsley and Grimshaw, 40.

⁶⁹ Townsley and Grimshaw, 42.

⁷⁰ Ratcliffe, “The Spatial Extent of Criminogenic Places,” 302–320.

from the practitioner's viewpoint is a comprehensive overview of crime factors along with smart or proven mitigation strategies.

D. SUMMARY

Traditional special event management, place management concepts, and factors leading to crime each play a role in the overall management of an entertainment district. The literature does not compile these three topical areas into one study, which would allow for recommendations to mitigate crime and disorder. Furthermore, much of the research focuses on bars or groupings of bars, but less is available concerning the entire entertainment district including the public space.

III. CASE STUDY: CLARENDON ENTERTAINMENT DISTRICT, ARLINGTON COUNTY, VIRGINIA

Arlington County, Virginia, is located directly across the Potomac River from Washington, D.C. The county is approximately 26 square miles in size and is home to approximately 230,000 residents. Arlington is a very diverse community with many national landmarks such as the Pentagon, the Iwo Jima Memorial, and the Air Force Memorial. In addition, Arlington hosts a thriving entertainment district known as Clarendon. This chapter provides a case study analysis of Arlington County's efforts to manage the Clarendon area while maintaining a vibrant entertainment district.

A. THE STRATEGY'S HISTORY

Over the past decade, the Clarendon area has grown to include approximately 25 restaurants that serve alcohol in less than a half-mile radius with an occupancy capacity of over 7,000 people. Approximately 6,000–7,000 people visit the Clarendon area every Friday and Saturday night, which amounts to 600,000–700,000 people annually in the relatively small geographic area.

Over the years, the county and police department have adopted different strategies to manage this area but, traditionally, have relied heavily on law enforcement to provide a security element to maintain a safe and enjoyable environment. Early strategies relied on members of the community policing team and patrol section deploying on-duty resources to the area to manage crowds. While the specific deployment strategies were modified as necessary, the concern remained that there was no dedicated presence in this area, and officers were being re-directed from their primary duties to manage Clarendon.

Beginning in 2012, an off-duty detail was funded to manage Clarendon, allowing for patrol and community outreach officers to focus on their primary assignments. As an ancillary duty, the community policing team was responsible for oversight of the area and detail, which included capturing data from officers working in Clarendon. This approach led to more accountability and resulted in initial partnerships with other agencies and an increase in regular interaction with the bar owners and managers.

In early 2015, a discernable negative attitude toward police was identified along with an increase in the amount of crime and disorder. Historically, the number of officers detailed to Clarendon remained around 10–12, but to maintain a safe environment, the detail was increased to 20 officers—though it was difficult to fill the positions as officers were concerned about overall safety. It became apparent that this situation required a thoughtful and proactive strategy to mitigate these concerns.

In early 2016, Police Corporal Jim Mastoras, who was assigned to the Midnight Patrol Section and routinely worked the Clarendon area, submitted a detailed proposal to the Arlington County Police Department (ACPD) leadership outlining concerns in the area and recommending the formation of a dedicated position to serve as a liaison with the Clarendon businesses and surrounding community. The proposal outlined long-term collaborative partnerships, needed research, and specific action items—responsible alcohol service training for all staff, focused training for security personnel to recognize fake identification cards and to manage intoxicated patrons, and community policing through environmental design concepts—to reduce crime and disorder. Initially, the proposal was instituted on a trial basis, but it has since evolved into a permanent restaurant liaison position.⁷¹

B. PARTNERSHIP WITH GEORGE MASON UNIVERSITY

In the early months of this new strategy, the ACPD recognized that more detailed analysis was needed. The police department partnered with George Mason University’s Center for Evidence-Based Crime Policy and sought its assistance in evaluating the area from an academic approach to identify concerns or deployment strategies not previously explored. This partnership resulted in the creation of a graduate-level honors seminar solely to complete this analysis during the 2016–2017 academic school year. This collaborative effort resulted in analyses of five different functional areas within Clarendon, and significant on-site research was conducted to assist the researchers in making their

⁷¹ Dimitrios Mastoras, “Restaurant & Entertainment Liaison Officer Position Proposal” (official memorandum, Arlington, VA: Arlington County Police Department, 2015).

recommendations. The key findings from this study included the following recommendations:

The majority of incidents occurring in Clarendon on Thursday, Friday, and Saturday nights are lower-level problems that do not result in arrest. However, taken together, they present significant public safety challenges. This supports the need for a proactive problem-solving approach involving both the police department and bars rather than a reactive approach after problems have already escalated.

Based on our data, we suggest that Clarendon detail officers may be most effective if they focus on community engagement early in the evening, fake ID enforcement and security staff support from 2300 to 0100, and crowd control and safe dispersal from 0100 onwards.

Police and community members agree on which characteristics are most desirable for officers working the Clarendon detail: approachability, community orientation, professionalism and patience, accountability, integrity, and reasoning skills. These characteristics can be used to identify the most appropriate officers to work the detail.

Small and inexpensive changes to the physical environment can reduce problems and promote safety both inside and outside the bars.

Social media-based PSAs [public service announcements], particularly targeted at young women and social drinkers, may help to reduce fake ID use.

Bars would benefit from mandatory standardized training on safety and compliance for management and security/serving staff. Training should be developed through collaboration between the police department and local establishments, followed up and reinforced regularly, and based on information sharing about best practices.⁷²

Two of the specific recommendations deserve additional exploration. The research team conducted a survey of patrons, officers, and bar owners in early 2017, focusing on the characteristics that patrons, bar managers, and police officers have valued most in the officers assigned to work the Clarendon detail. Researchers provided a list of 32 different characteristics and asked participants to select the 10 they felt were most important. Tables 2 to 4 provide an overview of the results.

⁷² Gill et al., “Reducing Alcohol-Related Crime and Disorder,” vi.

Table 2. Most Desirable Officer Characteristics Identified by Patrons⁷³

approachable	professional
community oriented	accountable/responsible/dependable
emotional stability	intelligent
ethical/honesty/integrity	logic or reasoning skills
accepts criticism constructively	patient

Table 3. Most Desirable Officer Characteristics Identified by Police Officers⁷⁴

approachable	professional
accountable/responsible/dependable	community oriented
effective written/communication/ interpersonal/oral skills	logic or reasoning skills
patient	problem solver [tie]
self-restraint/control/tolerance	ethical/honesty/integrity [tie]
	applies best current practices [tie]

Table 4. Most Desirable Officer Characteristics Identified by Both Patrons and Police Officers⁷⁵

(1) approachable (1)	(7) accountable/responsible/dependable (2)
(2) community oriented (7)	(9) logic or reasoning skills (8)
(4) ethical/honesty/integrity (=9)	(10) patient (4)
(6) professional (6)	
<i>Note: Numbers on the left of each item denote the patron ranking. Numbers on the right denote the police ranking.</i>	

As Table 4 highlights, 7 of the top 10 desirable characteristics identified were suggested by both the patron and police officer groups. It was recommended that the

⁷³ Source: Gill et al., 16.

⁷⁴ Source: Gill et al., 16.

⁷⁵ Source: Gill et al., 17.

identified characteristics be considered when selecting personnel to participate in the Clarendon detail.

Another area the study focused on was the crowding of the public space and the violence and disorder associated with crowds of people interacting, particularly after consuming alcohol. The study highlighted the need to keep patrons moving when exiting the bar areas at closing time. One particular challenge that has routinely been a concern is very crowded sidewalks around closing time. One block, in particular, stands out as it has four bars with a total combined capacity of approximately 2,000 people. In an effort to facilitate easier pedestrian movement, the ACPD began closing a street at the end of the block to allow free pedestrian movement down the sidewalk without competition with vehicular traffic. This closure has facilitated people moving away from this crowded block in a much more expedient manner. Through the evolution of strategies, the actual detail of officers in Clarendon has now become only one part of the comprehensive strategy utilized to manage this area.

C. THE STRATEGY SINCE 2016

Focus has shifted from deploying large numbers of officers to deploying a smaller number but actively engaging with patrons early and often. Officers are now divided into three different geographic zones throughout Clarendon and are encouraged to interact with people throughout the evening. The focus is not on arrests but rather on maintaining peace and order while reducing crime. Figure 3 highlights the three different zones.

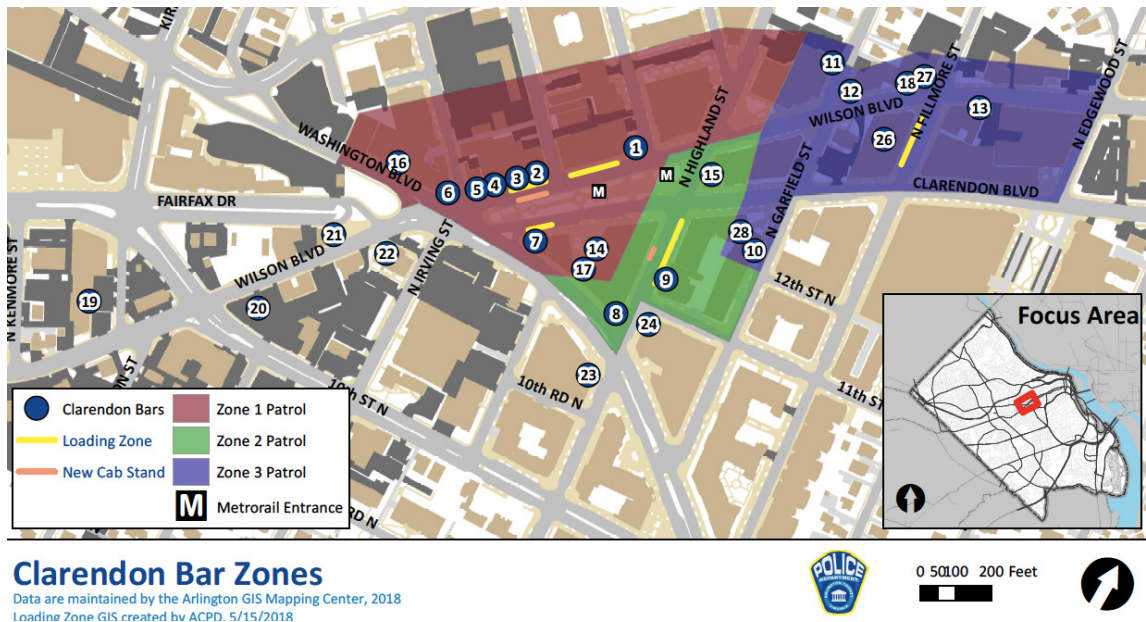


Figure 3. Clarendon Bar Deployment Zones⁷⁶

The ACPD’s revised strategy for managing the Clarendon entertainment district currently focuses on several different key areas: general safety and security, outreach and collaboration, training initiatives, fake identification awareness, and the effective movement of pedestrians. This is a collaborative effort including the following county agencies: the police department, the fire department, public health, code enforcement, zoning and economic development, and the Virginia Department of Alcohol Beverage Control. Some efforts in each category are highlighted to provide the reader with a more robust understanding of current strategies.

1. Safety and Security

This is the primary concern and goal of the ACPD initiatives in Clarendon. In addition to the collaborative and outreach efforts described, the more traditional Clarendon detail is instrumental in maintaining a safe environment. The officers are now detailed in zones of responsibility with an identified chain of command. These zones are designed to pre-position officers in key locations to manage crowds but also to close the roads to

⁷⁶ Source: Arlington GIS Mapping Center, “Clarendon Bar Zones” (unpublished working paper, Arlington, VA: Arlington County Police Department, 2018).

vehicular traffic should that become necessary. This portion of the strategy is accomplished using many traditional special event security protocols coupled with specific guidance for officers and outlining expectations for frequent and meaningful interactions with patrons in the area. The goal is to intervene in situations as early as possible to limit the number of instances in which arrests become necessary. Another key component of this portion of the strategy focuses on officer safety, so deployment decisions are re-evaluated on a regular basis. To maximize visibility, officers are asked to wear reflective traffic vests and activate emergency lights around closing time to highlight the law enforcement presence in the area.⁷⁷

2. Outreach and Collaboration

Outreach and collaboration with all stakeholders remain a primary goal of the ACPD's current strategy. The dedicated restaurant liaison officer interacts with restaurant owners and managers and community members on a continuous basis. This outreach includes routine daily interactions along with planned meetings focusing on training topics, current trends, and concerns.

The ACPD hosts "Conversation with a Cop," which focuses on officers interacting with bar staff and patrons in the Clarendon area to share information and discuss concerns from different perspectives. Additionally, the ACPD hosts educational campaigns, which normally occur during the afternoon or early evening hours and are focused on interacting with patrons while providing educational materials. For example, the ACPD might host an event in which patrons wearing intoxication goggles are asked to shoot basketballs or throw balls into trashcans. These events allow for meaningful interactions between the police and area patrons while sharing an important message.

In an effort to bring awareness to the dangers of drunk driving, the ACPD partnered with the Washington Region Alcohol Program and Lyft to develop and deploy a

⁷⁷ In Virginia, the law requires that all alcohol be off tables in restaurants by 0200 hours, which essentially results in a standardized closing time for all establishments in Clarendon. On typical Friday or Saturday nights, the sidewalks and streets begin to fill to or above capacity beginning at 0130 hours, and most businesses are nearly empty by 0150 hours.

“SoberRide” vehicle. This vehicle is displayed in various locations throughout the county to raise awareness of drunk driving (see Figure 4).



Figure 4. Arlington County Police SoberRide Vehicle⁷⁸

3. Training Initiatives

Commitment to building relationships and providing bar staff with the information and tools necessary to manage their businesses effectively is also a key part of the overall strategy in Clarendon. The ACPD provides training to the security staff, focusing on civil and criminal liability, protocols for notifying the police of an incident, de-escalation techniques, security strategies, and expectations for police response. Additionally, staff is trained on responsible alcohol service including how to recognize intoxication as well as how to peacefully manage inebriated people. Finally, the ACPD provides training in collaboration with the Commonwealth’s Attorneys’ Office and Project Peace that raises awareness about sexual and domestic assault and how to intervene and assist people who may be in need.⁷⁹

⁷⁸ Source: “SoberRide Vehicle,” Arlington County Government, accessed February 6, 2019, <https://police.arlingtonva.us/soberride-vehicle/>.

⁷⁹ Project Peace is an organization that specifically addresses sexual assault and domestic violence issues.

4. Effective Movement of Patrons

Alleviating bottlenecks in crowds and keeping people moving, particularly around closing time, is a priority for officers working the Clarendon detail. Areas that traditionally become over-crowded are noted for an additional police presence, and streets are closed as necessary to facilitate the movement of people as they depart the area (see Figure 5). Additionally, the ACPD has collaborated with other county agencies along with ride-share companies to determine the best methods for incorporating these modes of transportation into the overall transportation plan for the area.



Figure 5. Closed Roadway Creating Pedestrian Safety Area⁸⁰

5. Fake Identification Awareness Campaign

Based on an increase in the number of underage people attempting to access alcohol in Clarendon, the ACPD developed and provided training to all security staff working in the area regarding fake identifications. Throughout the 2017 calendar year and the first three quarters of 2018, a total of 1,287 fake identifications were collected by security staff

⁸⁰ Source: Gill et al., “Reducing Alcohol-Related Crime and Disorder,” 28.

in Clarendon.⁸¹ Many of the businesses were eager to participate, and to recognize their efforts, the ACPD organized an awards reception for the businesses that were most proactive in the campaign, which was widely publicized on social media.

D. ARLINGTON RESTAURANT INITIATIVE

The most recent addition to the overall strategy to help manage this entertainment district is the Arlington Restaurant Initiative (ARI), a voluntary accreditation program offered to all restaurants that serve alcohol within Arlington County. The ARI concept is based in part on the Best Bar None (BBN) program, which operates in the United Kingdom, Scotland, and Canada. This initiative was developed in coordination with several agencies across Arlington and the Virginia Department of Alcohol Beverage Control.

The goal of the program is to reduce alcohol-related harm while fostering collaborative and productive relationships among the businesses, county and state agencies, and the community. In simple terms, the program provides bar owners and managers with sample documents they can adopt or modify for their businesses to create policies and behavior expectations of staff and patrons. After reviewing the BBN program, conducting research, and discussing concerns with other jurisdictions, the standards for accreditation were identified.

The standards include requirements for written policies, operational checklists, and verification standards surrounding three functional areas: general safety and security, fire prevention, public health, and zoning issues. Some general examples of safety and security policy requirements include prohibiting the underage consumption of alcohol; prohibiting the use of drugs; establishing a safety officer to monitor intoxication levels, crowd levels, and lines; and establishing a policy on when police should be summoned. There are a total of 20 different policy requirements in this program. Businesses are required to create operational checklists for establishing alcohol service principles as well as enforcing the principles and maintaining checklists for both interior and exterior checks required by staff. There are nine required checklists throughout the program. Finally, the businesses are

⁸¹ Arlington County Police Department, unpublished data, 2018.

required to adhere to seven different physical verifications such as posting alcohol licenses and maintaining garbage cans at entrances and exits.⁸²

This initiative began with 10 establishments that volunteered to participate in the pilot program beginning in February 2018. Of the initial group, eight of the businesses achieved accreditation. As of January 2019, 17 businesses throughout the Arlington community have achieved ARI accreditation.⁸³ Once a business signs up to participate, an ARI assessor is assigned to the business, assists with providing information and training, and reviews the required policy documents. This ARI assessor is responsible for continuing inspections throughout the accreditation period. Once accredited, each business receives certification signage to post in its place of business and is promoted by Arlington's Office of Economic Development and the Arlington County Chamber of Commerce.

E. ANALYSIS

While the ACPD's current strategy for managing Clarendon has only been in effect since May 2016, these initiatives are having an overall positive effect on the area. The program's effectiveness can be measured in numerous different ways, but the following analysis demonstrates that relying on one metric alone does not provide a comprehensive overview of the program. This demonstrates the importance of defining a procedure that is repeated annually for overall program evaluation. Table 5 provides an overview of information based on officer log sheets that capture their efforts in Clarendon on a shift-by-shift basis.

⁸² "ARI Accreditation Standards and Guide for Writing Policy," Arlington Restaurant Initiative, accessed February 2, 2019, <https://arlingtonva.s3.amazonaws.com/wp-content/uploads/sites/11/2018/08/ARI-Standards-and-Guide-for-Writing-Policy.pdf>.

⁸³ "Arlington Restaurant Initiative," Arlington County Police Department, accessed January 21, 2019, <https://police.arlingtonva.us/arlington-restaurant-initiative/>.

Table 5. Clarendon Detail Statistics⁸⁴

	# days work	# Ofcs	Assaults/Disputes	DIP/SOW	DIP Pedestrians	Uber/Taxi Obstructions	Bannings	Reports	Arrests	FOR	VUS	Total Contacts
2016												
Q1	27	196	31	164			10	42	37	0		234
Q2	29	244	71	273			3	55	49	0		473
Q3	31	354	162	410	1240	1831	10	46	42	0		3715
Q4	30	359	187	461	1601	2249	2	47	33	8		4500
Total	117	1153	451	1308	2841	4080	25	190	161	8		8922
2017												
Q1	26	287	130	290	1253	2512	10	25	21	10	20	4229
Q2	26	305	151	343	1371	2198	7	30	19	7	11	4202
Q3	28	346	147	364	1498	2130	3	31	27	21	5	4066
Q4	29	316	142	403	1253	1625	11	37	31	9	3	3401
Total	109	1254	570	1400	5375	8465	31	123	98	47	39	15898
2018												
Q1	26	326	184	445	1162	1559	3	33	34	11	1	3375
Q2	27	333	192	304	2181	2379	10	52	46	14	23	4310
Q3	26	307	111	248	2149	2570	6	36	25	4	5	5300
Total:	79	966	487	997	5492	6508	19	121	105	29	29	12985
Proj '18	106	1279	629	1347	6835	8624	27	152	129	41	39	16959

Ofcs = Number of officers working during the identified time period

DIP/SOW = People who are drunk in public, but sent on their way without formal action

DIP Pedestrians = Intoxicated pedestrians in the area

Uber/Taxi Obstructions = Number of Uber or taxis blocking the roadway to load or discharge passengers

Bannings = Number of individuals banned from specific businesses

FOR = Number of “Field Observation Reports” completed

VUS = Number of Virginia Uniformed Summons issued (this can be for traffic violations or misdemeanor criminal offenses.)

⁸⁴ Adapted from Gill et al., “Reducing Alcohol-Related Crime and Disorder,” 6; Arlington County Police Department, unpublished data, 2018.

There are two primary challenges that impact the analysis of this data. First, the ACPD has changed the manner and type of data collected over the years. And second, these data sometimes rely on the opinions of officers working the detail for classification. These concerns do not invalidate these data but do require some consideration. This is evident when examining the total number of contacts captured between the second and third quarter of 2016, which reflect an increase from 473 to 3,715. This increase occurred during the period when officers began to engage and interact with the patrons in Clarendon on a regular basis, but it is unreasonable to believe that this new strategy alone accounts for the increase. These numbers are likely a combination of the new protocols and the change in documentation standards. Program analysis would be incomplete without a review of this information because officers do not always advise dispatch when engaging with a patron, so these data may not be captured in official agency records.

The statistics highlighted in Table 5 reveal what is believed to be a stabilization of the Clarendon area. Several notable areas include decreases in the number of reports taken per year as well as a decrease in the numbers of arrests. These categories represent easily documented numbers, so their capture is less subjective. The decreases in both of these areas are positive indicators regarding overall crime and disorder in Clarendon. One area of particular concern is that the number of assaults and disputes continued to rise. Such a trend reinforces the need for a visible law enforcement presence and the need to work diligently to move large numbers of people when the bars are crowded around closing time.

A thorough program review would not be complete without examining computer-aided dispatch data. Table 6 highlights documented calls for service beginning in January 2017.

Table 6. Calls for Service in Clarendon⁸⁵

	Quarter 1	Quarter 2	Quarter 3	Quarter 4	TOTAL
2017	433	503	518	506	1960
2018	563	651	418	490 (est)	2122 (est)

These data clearly indicate an increase in the number of calls for service, which without further analysis might lead to the conclusion there are programmatic inefficiencies. However, during the early efforts in Clarendon, the number of calls for service at businesses were documented, reported during permit reviews, and often considered negative. The current strategy focuses on engaging with businesses and providing training, which includes recommendations regarding when to summon police to prevent incidents from escalating. Given the change in strategy and philosophy, an increase in the number of calls for service should not necessarily be viewed negatively.

One key note from these data was that in 2017, three businesses in Clarendon accounted for 905 (478, 223, and 204) of the 1,960 calls—approximately 46 percent of the total calls. Similarly, in 2018, three businesses accounted for 703 (335, 193, and 175) calls or 43 percent of the total calls.⁸⁶ Not surprisingly, the bars that account for the most calls for service each year are also the establishments with the greatest numbers of arrests for the identified years.⁸⁷ Particularly interesting is that two of the three businesses identified were the same in both years. While the general-calls-for-service data do not validate the ACPD's efforts or provide guidance in future problem solving, the closer analysis does quickly identify a few businesses that are accounting for a disproportionate amount of law enforcement's time and effort. This type of analysis provides meaningful information to share with the identified business owners and highlights the need to work collaboratively to identify solutions to reduce the crime and disorder overall.

⁸⁵ Source: Arlington County Police Department, unpublished data, 2018.

⁸⁶ Arlington County Police Department, unpublished data, 2018.

⁸⁷ Arlington County Police Department, unpublished data, 2018.

Virginia Tech’s Social and Decision Analytics Laboratory provided the ACPD with information from its preliminary review of the crime and disorder issues in Clarendon. Table 7 and Figure 6 provide an overview of this analysis, which indicates all crime types are decreasing except for rape and sexual assault crimes. These numbers are very positive in affirming that most of the significant criminal incidents are trending downward in the Clarendon area.

Table 7. Crime in the Clarendon Area by Type and Year⁸⁸

Year	Aggravated Assault	Disorderly Conduct	Drunk in Public	DUI	Rape / Sexual Assault	Underage Drinking / Fake ID
2015	92	22	176	40	2	1
2016	74	41	188	51	7	2
2017	35	6	162	27	9	0

⁸⁸ Source: Alexa Nosal et al., “Evaluating the Impact of the Arlington Restaurant Initiative on Alcohol-Related Crimes in Clarendon” (Blacksburg: Virginia Tech, Biocomplexity Institute, 2018), <https://arlingtonva.s3.amazonaws.com/wp-content/uploads/sites/11/2018/08/14-ACPD-Poster-final.pdf>.

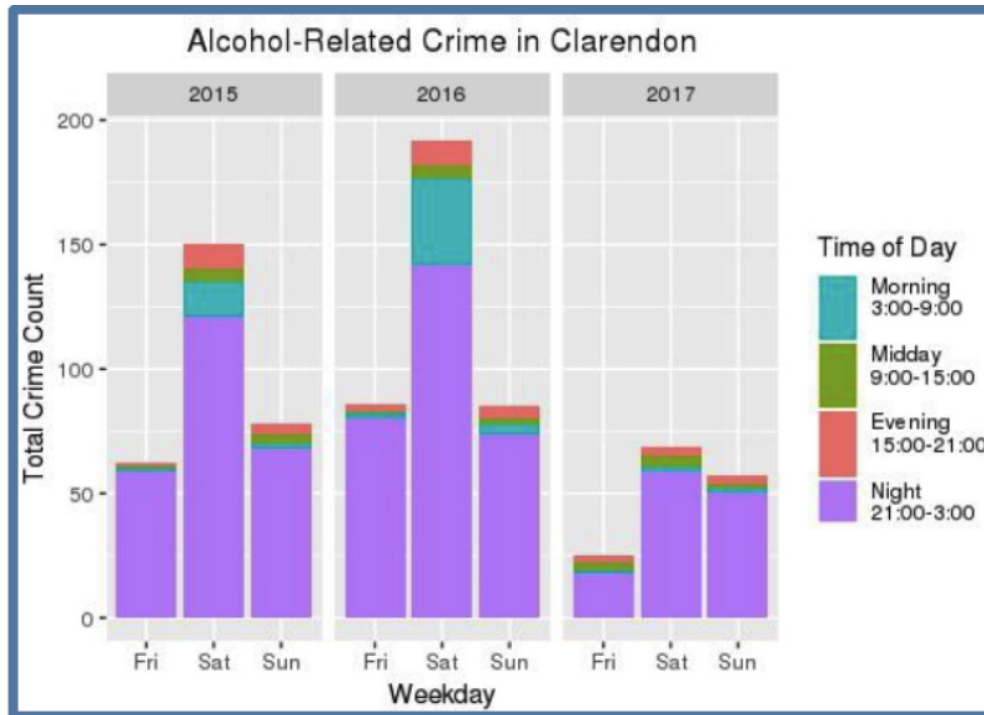


Figure 6. Crime in Clarendon by Year and Day of the Week⁸⁹

One final point for consideration based on these data is derived from Table 8, which shows that weekend nights are more likely to include criminal incidents. In all three years depicted, Saturday nights consistently produce the highest volume of alcohol-related crimes. In 2015 and 2016, the deviation was significant enough to modify deployment strategies, but in 2017, the numbers are less disparate and offer less definitive information for determining a deployment strategy.

The ACPD's current strategy in Clarendon has significantly improved the relationship between the police and all stakeholders in the area. While there are no statistical data to confirm this statement, anecdotal information, primarily through conversations with bar owners and staff and community members, allows for this conclusion. As outlined in previous paragraphs, the data do indicate that these efforts are having a meaningful impact on reducing crime and disorder. Equally telling is the fact that prior to the onset of this program, the police department had significant difficulty in getting

⁸⁹ Source: Nosal et al.

volunteers to work this overtime detail as officers felt the situation was unsafe based on the staffing numbers. After the ACPD modified its strategy toward managing Clarendon in 2016, the number of officers necessary to staff this detail was reduced from a high of 20 to a norm of 8–10 officers, and it is no longer difficult to fill the detail shifts. While there is no one single dataset that can validate the ACPD’s current strategy, the combined analysis of multiple variables provides a clear indication that the overall strategy is having a positive impact in reducing crime and disorder.

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IV. CASE STUDIES

Every entertainment district is different, every department has different resources available, and every community has different expectations. This thesis would not be complete without some exploration of what different localities have done to reduce crime and disorder. To facilitate a meaningful representation of various strategies, interviews were conducted with law enforcement officials in nine different localities, focusing on what has worked for their agencies in reducing crime and disorder and improving the overall management of entertainment districts. A significant effort was made to select differently sized localities with different resources available to provide a more holistic view of this information.⁹⁰

Interviews were conducted from December 2018 to January 2019. For each locality, a supervisory-level law enforcement officer with command authority over the management of an entertainment district was interviewed. In order to ensure anonymity, jurisdictions have not been identified, but basic geographic information for each locality is provided to give the reader the size of the locality along with the size of the entertainment district and local police department.⁹¹ The cases have been grouped into three different sub-groups—large, medium, and small localities—based on the overall population.

The interviews began by garnering basic information about the entertainment district and then moved into a discussion surrounding challenges and deployment initiatives in each area. The interview focused on specific initiatives that have proven successful along with collaborative partnerships, outreach initiatives, training initiatives, and traditional security deployment protocols. The interviews concluded with a discussion surrounding performance metrics, data collection, and analysis.

⁹⁰ For classification purposes, the locality's population is categorized as small, medium, or large.

⁹¹ To support anonymity, specific numbers regarding the locality's population and size along with the number of sworn officers are presented in ranges. Populations are reported as follows: under 200K, 200K–600K and 600K+. The geographic size of the locality is reported in blocks of 50 square miles, and the number of officers is reported in blocks of 100.

This information was analyzed across the jurisdictions to identify initiatives that have proven successful in an attempt to identify smart practices. At a minimum, this research provides documented initiatives that have proven successful as a reference for jurisdictions identifying strategies for their entertainment districts. A summary of the information gleaned from each interview is outlined to facilitate further discussion and analysis.

A. JURISDICTION A

This locality is a small jurisdiction with a population under 200,000 people, and its geographic size is under 50 square miles. Jurisdiction A has fewer than 100 police officers. The entertainment district is approximately seven blocks in size, encompassing 20–25 bars and alcohol-serving establishments, with approximately 3,000 people in the area on a typical weekend night.

In addition to routine patrol coverage on Thursday, Friday, or Saturday nights, this entertainment district has two officers dedicated to the area who are working for overtime pay. This agency will soon begin a new program in which a community policing officer is assigned to this area as a primary duty.

The primary challenges in this entertainment district include the over-serving of alcohol and typical alcohol-related issues such as the tipping over of flower pots and periodic crime issues. This area experiences a notable increase in crowd size and noise problems during the summer months.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction A provided details on several different initiatives. This locality has developed a training program designed to educate bar staff. This training includes a discussion on civil and criminal penalties with some focus on overcrowding, general information on the laws applicable to their businesses, the dangers of over-serving, as well as strategies for dealing with disorderly patrons and identifying fake identification cards. In addition to the obvious value of the information shared, this training also provides an opportunity to create and develop relationships between agency officials and the bar management and staff.

This locality also formed a task force, which includes representation from the fire marshal's office, building officials, alcohol beverage control (ABC), and police officers. The task force convenes on identified nights and conducts multi-discipline inspections of the businesses throughout the entertainment district.

Jurisdiction A implemented a program called the "single point of contact system" in which employees serve as liaisons for designated areas. This program fosters relationships and allows for residents to have a dedicated resource to contact with issues or concerns. Additionally, this locality also participates in the national "Main Street" program and regularly attends meetings with local merchants and neighborhood associations.

In addition to the aforementioned outreach initiatives, Jurisdiction A indicated that its most effective partnerships in managing the entertainment district include relationships with the fire department and emergency medical service agencies. While several other collaborative partnerships were discussed, these were the two deemed most effective.

This locality provides additional training for de-escalation and verbal judo to the officers working in the entertainment district. Other than the deployment of police officers to the area, Jurisdiction A does not routinely deploy additional security-type measures in this area.

B. JURISDICTION B

This locality is a large jurisdiction with a population of over 600,000 people and a geographic size of 50–100 square miles. Jurisdiction B has over 3,500 police officers with approximately 300 assigned to the patrol area where the entertainment district is located. There are four different entertainment districts in this locality, each with a different personality, so one was selected for the focus of this research. The entertainment district is approximately six blocks in size, encompassing 50 bars and alcohol-serving establishments with approximately 10,000–12,000 people in the area on a typical weekend night.

Each entertainment district in this locality has a dedicated nightlife unit, which includes 16 officers and two supervisors. The team is deployed every night with significantly lower numbers working on Sunday through Tuesday nights. In addition to the

nightlife team, the local business improvement district (BID) funds five additional officers and a supervisor to monitor high-crime areas and local garages in addition to the off-duty officers hired by individual establishments. Interestingly, the local alcohol regulatory body pays half of the cost for businesses that elect to hire off-duty police officers to maintain a safe environment. Finally, the local transportation authority deploys three to four traffic control officers every night to monitor intersections and keep traffic flowing. While there are many variables that influence the number of officers deployed, it is estimated at least 20 officers are deployed in this area each night.

The primary challenges identified in this entertainment district include the movement of large crowds of people at the end of the evening and crime incidents in the outskirts of the immediate area as people are leaving. Additionally, it was shared that the primary issues have remained reasonably consistent over the years, but the dedicated nightlife unit has had a positive impact on the area, both on crime and on the general atmosphere. This locality experienced a 20 percent reduction in crime along with reductions in the number of police use-of-force and officer injury incidents in 2017, and it anticipated more reductions in 2018.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction B provided details on several different initiatives; however, the primary initiative was the deployment of dedicated teams of people for each entertainment area. This dedicated team approach allows the officers as well as business and residential community members to know one another and develop truly collaborative relationships, which have led to increased communication, training, and partnerships. Jurisdiction B stressed the importance of these relationships being based on trust, so businesses feel comfortable reaching out when they need assistance. This team concept has also fostered better relationships with other governmental agencies, which allows for multi-agency team approaches to resolving issues.

This jurisdiction also posits that its success is largely related to the people selected to serve on the nightlife team. It highlighted that the officers first must be willing to work these areas; it is critically important that they maintain a reasonable approach to

enforcement and that they have the ability to talk with people in the area. While no formal goals or strategies have been developed for these teams yet, the locality recently hired a new employee who is responsible for developing a detailed plan for managing, enhancing, and developing entertainment districts across the jurisdiction.

When asked about what its most effective outreach initiatives were for engaging the entertainment district community, Jurisdiction B listed participating in monthly BID meetings and outreach with and through other governmental agencies before events as well as generally fostering relationships where everyone feels comfortable working together.

Jurisdiction B indicated that its most effective partnerships in managing the entertainment district included relationships with the alcohol regulatory agency, zoning and code enforcement, community groups and associations, and BIDs. While several other collaborative partnerships were discussed, these were the relationships deemed most effective.

This locality provides additional training surrounding de-escalation and verbal judo to the officers assigned to the nightlife team. The agency provides training to individual businesses if requested, but this training is normally completed by the different nightlife or restaurant associations. Other than the deployment of police officers to the area, Jurisdiction B does not routinely deploy additional security-type measures in this area.

C. JURISDICTION C

This locality is a large jurisdiction with a population of over 600,000 people and a geographic size of 300–350 square miles with a police department of over 2,000 officers. The entertainment district is approximately three blocks (.2 miles) in size and encompasses approximately 15 bars and alcohol-serving establishments. On a normal weekend night, there are approximately 12,000 people in the entertainment district. This jurisdiction has a dedicated nightlife unit, which includes 22 officers and three supervisors. This team is deployed every night in the district with different numbers working depending on the night. During the summer months, up to 16 additional officers are hired on overtime to supplement the entertainment district team. While there are many variables that influence

the number of officers deployed in this area, there are approximately 10–35 officers deployed every night.

The primary challenge identified in this entertainment district is managing large crowds of people. It experiences large crowds most nights with surges during the summer months and during other special events. In addition to large crowds, additional concerns include intoxicated people and fighting. The primary challenges in this area have remained reasonably consistent over the years.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction C indicated that having a dedicated entertainment district team that is composed of more seasoned officers who are tourist-friendly has made a significant difference in the area. This locality also highlighted that due to the crowd size, the streets surrounding the entertainment district are closed on a routine basis for safety reasons. Furthermore, on certain nights, patrons entering this area are screened for weapons before being allowed access.

Jurisdiction C also shared information on a program that requires patrons to pay a cover charge for access to the area, but the majority of this cover is recuperated as the patron receives a voucher that can be used inside entertainment district businesses. This program has been effective in limiting the number of people who come to the area only to hang around, but because this program has been modified, it is only available for use when there is a demonstrable public safety need.

When asked about its most effective outreach initiatives for engaging the entertainment district community, Jurisdiction C listed daily interactions with businesses and their staff and participation in merchant meetings that occur every two weeks.

Jurisdiction C indicated that its most effective partnerships in managing the entertainment district include relationships with the fire and emergency medical services department, community groups and associations, bar owners and managers, and security leaders from the businesses. While several other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers assigned to the entertainment district unit receive additional training on civil disturbance due to the size of the crowds in this area. No specific training programs for the businesses were noted. In addition to the routine deployment of police officers to the area, Jurisdiction C also conducts routine road closures in this area as an additional security measure. Currently, the closures are completed with police vehicles, but plans include the installation of temporary bollards.

D. JURISDICTION D

This locality is a medium-sized jurisdiction with a population of 200,000–600,000 people and a geographic size of 50–100 square miles with a police department of over 1,000 officers. The entertainment district is approximately 16 square blocks in size and encompasses approximately 19–24 bars and alcohol-serving establishments. On a normal weekend night, approximately 4,000–5,000 people are in the entertainment district. Three different areas with high bar concentration make up the entertainment district in this locality. Additionally, when there are events at the nearby sports venue and convention center, the number of officers needed significantly increases. Routinely, there are 18 officers assigned to the entertainment district as well as officers hired by businesses to work off duty. The deployment numbers are significantly higher during the summer months. The Downtown Partnership in this locality also funds the hiring of some off-duty officers to work in the area. The normal deployment of officers includes officers on foot as well as on bicycles. While many variables influence the number of officers deployed in this area, it is estimated at least 18 officers are deployed in this area each night.

The primary challenges identified in this entertainment district include crowd management, the over-serving of alcohol, and general crime issues. It is not uncommon to receive calls involving gunfire on weekend nights. In addition, the summer months present an added challenge of people just “cruising” the area.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction D indicated that the primary strategy is a commitment to high visibility and focused policing where officers are deployed to particular areas of concern. Additional successful strategies include using

high-visibility cameras throughout the area, actively monitoring the flow of traffic and closing or re-directing roads as necessary to facilitate egress, and activating the emergency lights on police vehicles for high visibility. It was highlighted that the use of bicycles in this area has proven very effective.

When asked about what its most effective outreach initiatives have been for engaging the entertainment district community, Jurisdiction D lists regular or daily interaction with bar staff, scheduled meetings with bar owners and managers two times each year, and monthly neighborhood association meetings.

Jurisdiction D indicated that its most effective partnerships in managing the entertainment district included those with the fire and emergency medical services departments and the local BID. Additionally, all local government agencies in this locality meet monthly to discuss issues across the jurisdiction. This provides an opportunity to address issues collectively and request assistance from other government agencies to resolve concerns. Moreover, when a new bar opens in this area, the neighborhood association asks the business to sign a good neighbor agreement, which addresses topics such as noise, clean-up, and other good-neighbor principles.

The officers who work in the entertainment area receive the same training as the remainder of the agency. No specific training programs for businesses were identified. Other than the routine deployment of police officers to the area, no other deployments of traditional security measures were noted other than the occasional closure or re-direction of a roadway as needed.

E. JURISDICTION E

This locality is a large jurisdiction with a population of over 600,000 people and a geographic size of 500–550 square miles with a police department of over 1,400 officers, 100 of whom are assigned to the patrol area where the entertainment district is located. The entertainment district is approximately 3.5 square miles in size and encompasses approximately 75–100 bars and alcohol-serving establishments. This locality receives a large number of tourists visiting each year has been experiencing significant growth in recent years with estimates of up to 100 people per day moving to the area. This area is

normally crowded from about noon each day until 0400 hours. Jurisdiction E has a dedicated entertainment district unit that includes eight police officers and a supervisor who work nightlife hours except for on Sunday and Monday when they are off duty. The entertainment unit is supplemented by specialty units that focus on hot spots and crime patterns. While there are many variables that influence the number of officers deployed in this area, it is estimated at least nine officers are deployed in this area each night.

The Downtown Partnership in this locality collects money from each business to provide services that include cleaning of the area, cutting grass, and providing safety ambassadors during daytime hours. Jurisdiction E also shared that during special events, its agency staffs many of the intersections to keep traffic flowing, but this does not occur on a routine basis throughout the entertainment district. This locality recognized the need to give officers a break from working daily in the entertainment district areas.

The primary challenges identified in this entertainment district include the overserving of alcohol, jaywalking, and traffic flow. This agency indicated that the primary challenge it faces is a need for more officers to be deployed in the area.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction E mentioned staying abreast of what other agencies are doing to manage their entertainment districts and modifying local protocols accordingly. This agency invites anyone to attend weekly CompStat meetings, so people can hear the challenges and hopefully understand why the authorities are taking certain actions.⁹² Additionally, this agency attends monthly meetings with the merchants and local multi-unit dwelling associations to foster an open line of communication. Finally, Jurisdiction E mentioned actively engaging with the local convention bureau, so it is aware of upcoming events in the area, which allows for advanced planning.

When asked about what its most effective outreach initiatives have been for engaging the entertainment district community, Jurisdiction E reiterated some of the

⁹² CompStat is a practice often used by law enforcement agencies whereby leadership meets to review and analyze crime data to maintain accountability.

aforementioned initiatives but went on to share additional strategies including regular group emails, monthly meetings with all bar owners and managers, and proactive outreach with bar owners and managers in the area. This locality also conducts community outreach events such as allowing people to wear goggles simulating intoxication and attempting to walk a straight line or drive a golf cart. These events include several attractions and build community relations while sharing educational material. Finally, this agency stressed the importance of not holding calls for service against a business in later reviews or permitting discussions. Its goal is for the business to call anytime there is a concern, so police can engage before a situation gets out of hand.

Jurisdiction E indicated that its most effective partnerships in managing the entertainment district include relationships with the alcohol regulatory agency, fire and emergency medical services departments, community groups and civic associations, BIDs, and public works department. While several other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers who work the entertainment area receive the same training as the remainder of the agency. This agency shared a number of training programs it offers to the staff of the bars including alcohol service training, de-escalation or verbal judo training, legal training for security, and training to identify and manage intoxicated people. In addition, this agency conducts security surveys at businesses and makes recommendations for increased security and preparedness to business leadership. Other than the regular deployment of police officers to the area, there were no other routine deployments of traditional security measures noted other than the occasional road closure for special events, which is normally accomplished with dump trucks, vehicles, or water-filled blockades.

F. JURISDICTION F

This locality is a small jurisdiction with a population under 200,000 people and a geographic size of under 50 square miles with a police department of under 500 officers. The entertainment district is approximately 0.5 square miles in size and encompasses approximately 150–200 bars and alcohol-serving establishments (including hotels and

restaurants). This entertainment district is composed of three separate strips or streets. On a normal weekend night, approximately 4,000 people are in the entertainment district; however, during special events, the number of people in the area can increase to 200,000–300,000 people. There are routinely 20–30 officers assigned to the entertainment district per day. This deployment consists primarily of on-duty officers and relies on the additional staffing afforded when the evening and midnight shifts are both on duty. Additionally, this locality has two entertainment district teams composed of six officers and a supervisor each. The two teams work opposite ends of the week and overlap on Saturday nights, so this adds to weekend staffing numbers. Jurisdiction F also has a bike team dedicated to this area (six officers and a supervisor) along with a neighborhood resource officer who interacts with businesses on a daily basis. The local business association in this locality collects dues from businesses, funding general maintenance issues in the area along with hiring off-duty police officers. The agency has recently allowed individual businesses to hire off-duty police officers. While there are many variables that influence the number of officers deployed in this area, approximately 20–30 officers are deployed in this area each night.

The primary challenges identified in this entertainment district include large crowds, the over-serving of alcohol, fights, and general crime issues. Additionally, staffing this area is challenging because many officers—particularly the best suited ones—do not want to work in this environment for this detail. Finally, special events create significant challenges for this area. This locality is a beach venue, so spring break events can last multiple weeks, requiring extensive planning, resources, and officer deployments.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction F indicated that the re-distribution of staffing within the agency to increase the numbers of officers in this area along with the dedicated entertainment and bike teams have made significant improvements in the area. In addition, this agency uses extensive crime analysis strategies to ensure that resources are being deployed appropriately to maintain order and safety. Finally, this locality participates in a shared communication platform with the businesses whereby any person with access can immediately share information with all other

members. This platform has been widely used to share look-outs, wanted people, and information on disruptive people.

When asked about what its most effective outreach initiatives have been for engaging the entertainment district community, Jurisdiction F listed the shared communication platform and the neighborhood resource officer meeting with businesses on a frequent basis. The outreach initiatives were summarized as forming personal relationships with the business owners and managers and having regular interactions to support these relationships.

Jurisdiction F indicated that its most effective partnerships in managing the entertainment district included relationships with the fire and emergency medical services departments, the BID, bar owners and managers, security leaders in the area, and local transportation providers. While other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers who work the entertainment area receive the same training as the remainder of the agency. No specific training programs for businesses were identified; however, if a business requested specific training, it would likely be provided. Additionally, the agency does present information and facilitate discussions at the regularly scheduled meetings and makes general recommendations to all staff for increased safety and security. Other than the routine deployment of police officers to the area, there were no other deployments of traditional security measures noted other than the occasional closure of a roadway as needed. This is normally accomplished with the use of police officers and vehicles or barricades.

G. JURISDICTION G

This locality is a medium-sized jurisdiction with a population of 200,000–600,000 people, a geographic size of 50–100 square miles, and a police department of fewer than 1,000 officers. The entertainment district is approximately 350–400 bars and alcohol-serving establishments, but 90 of these are the primary nightlife locations. This area has a large sports complex near the entertainment district, so when there is a sporting event, it drastically changes the environment. There are routinely about 25 officers assigned to the

entertainment district per night. This locality has a dedicated entertainment district team, which consists of five officers and a supervisor. The team is supplemented by five additional officers from the police department as well as another team of five officers who focus primarily on crime issues surrounding the area, two additional officers who monitor local garages, and off-duty officers working in the entertainment district. While many variables influence the number of officers deployed in this area, it is estimated that approximately 25 officers are deployed in this area each night.

The primary challenges identified in this entertainment district include large crowds, fighting, occasional gang issues, and general crime concerns. It was noted that when there is a gang-related concern, it normally stems from a business that is not maintaining standards or enforcing rules. Additional concerns include a recent increase in the number of outdoor venues, which have necessitated more road closures, and in the number of people moving to this area, which has increased the number of noise-related complaints.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction G indicated that the dedicated entertainment team, which has consistent communications with all bar owners and staff in the area, has made a significant difference. Some additional effective strategies include the increased use of technology such as electronic identification scanners, an increase in available video surveillance technology, and support and empowerment from agency leadership to make decisions that affect the entertainment district. This agency hosts quarterly training seminars for bar owners and staff that focus on a variety of topics including crime issues, alcohol regulations, fire code rules, and gang- and other crime-related concerns. About a week following this training, a multi-disciplinary team—including police, fire, and building officials—get together and conduct inspections of the businesses. The inspections focus primarily on collaborating with and helping the businesses make necessary changes, but non-compliant establishments may be cited.

When asked about its most effective outreach initiatives in engaging the entertainment district community, Jurisdiction G again listed daily collaboration and interaction along with quarterly training for bars as well as the use of traditional and social

media to share messages. Additionally, in this locality, new bar owners or managers are paired with seasoned owners or managers to form mentor–mentee relationships to help new people acclimate to their new roles.

Jurisdiction G indicated that its most effective partnerships in managing the entertainment district include relationships with other law enforcement agencies, the alcohol regulatory agency, the fire and emergency medical services departments, zoning and code enforcement, community groups, civic associations, the BID, bar owners and managers, and security leaders in the area. While other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers who work the entertainment area receive additional training in de-escalation or verbal judo along with extensive scenario-based training and training on topics such as terrorism, gender awareness, community policing through environmental design, and crowd control. This agency also provides training for businesses on topics including alcohol service training, de-escalation or verbal judo, legal training for security, active-shooter training, suspicious package handling, and sexual assault awareness. In addition to the routine deployment of police officers to the area, this agency routinely closes one street in the area, which is accomplished with temporary bollards and cones.

H. JURISDICTION H

This locality is a large jurisdiction as the population is over 600,000 people with a geographic size of under 50 square miles and a police department of over 2,000 officers. This locality has four different entertainment areas throughout the jurisdiction, but one was selected for the focus of this research. The entertainment district encompasses approximately 50–60 bars and alcohol-serving establishments. There are routinely about 18–23 officers assigned to the entertainment district per night. Many of the bars in the selected entertainment district are open primarily on Thursday through Saturday nights. To provide increased coverage on these nights, the evening shift officers, who normally end their shift at 0200 hours, modify their schedules and work until 0600 hours. This staffing is further supplemented by an additional six to eight officers from specialty units throughout the agency. This locality has a dedicated unit that is responsible for working

with businesses across the entire jurisdiction on alcohol-related issues. This team is composed of two supervisors and four police officers. Additionally, each police command has a position that is responsible for working with businesses in the assigned area and managing licensing and permitting issues. Furthermore, this jurisdiction has a dedicated agency and working group employed by the government that are responsible for oversight of the entertainment districts. This body issues permits, engages with business owners, provides various training events, and retains the authority to revoke permits when necessary. While there are many variables that influence the number of officers deployed in this area, there are approximately 18–23 officers deployed each night.

The primary challenges identified in this entertainment district include traditional crime and quality-of-life issues and noise. It was noted that the challenges change depending on the particular crowd and the quality of the security staff working in the venues. There has been a recent increase in the number of people moving to this area, which has also led to an increase in the number of noise and other quality-of-life complaints.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction H indicated that the institution of a monthly meeting with all bar owners and managers has made a significant impact on the area. The original intent of this meeting was to form collaborative relationships focusing on how to make the businesses successful and building relationships with surrounding residents. The relationships formed as a result have led to the stronger, more established, and successful businesses mentoring other business owner and managers to help them become successful. Over time, this collaborative partnership and its efforts have led to a decrease in the number of police calls for service to the area.

Jurisdiction H also highlighted the success of having a dedicated team of officers working with bars across the entire jurisdiction. Additionally, each station commander throughout the jurisdiction has a citizen advisory board, and bar owners and managers have been invited to participate on these boards, further enhancing relationships. The open exchange of information has broadened the perspectives of the owners and managers with some now serving as advocates for the police among their peers and the residential community.

The final successful initiative outlined was the annual summit that is hosted by the entertainment district commission and working group mentioned earlier. This provides an opportunity for bar owners and managers from across the entire jurisdiction to come together and engage in an open dialogue with several different governmental agencies, with police playing a significant role in the various discussions.

When asked what its most effective outreach initiatives have been for engaging the entertainment district community, Jurisdiction H again listed the monthly meetings, daily outreach from the alcohol unit, weekly meetings of the entertainment district commission and working group and increased one-to-one contact with businesses that are having problems. It was also noted that a text group chat was established among the owners and managers throughout the district where they actively share information about concerns and problem people, for example, which has been very beneficial.

Jurisdiction H indicated that its most effective partnerships in managing the entertainment district included relationships with the fire and emergency medical services departments and the BID. While several other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers who work the entertainment area receive the same training as the remainder of the agency as well as additional monthly training provided by the dedicated alcohol unit on various topics. Furthermore, the dedicated alcohol unit provides training throughout the year to the businesses on a variety of topics in addition to the training provided at the annual summit. It was also noted that the department would coordinate additional trainings for businesses on request. Furthermore, on occasion, the bar owners work together to fund training for staff from multiple businesses on topics of interest.

I. JURISDICTION I

This locality is a small jurisdiction with a population under 200,000 people, a geographic size of under 50 square miles, and a police department of fewer than 100 officers.⁹³ The entertainment district encompasses approximately 60 bars and alcohol-

⁹³ This locality's population can double during summer months due to tourism.

serving establishments. There are routinely about 10–14 officers assigned to the entertainment district per day. This staffing is a combination of the officers assigned to this patrol area—with evening and midnight shifts overlapping—supplemented with officers from different areas within the locality. Additionally, this jurisdiction has one officer who consistently monitors alcohol-serving establishments to maintain a relationship and ensure adherence to all permit requirements. This locality does not permit officers to work in an off-duty capacity at bars.

The primary challenges identified in this entertainment district include traditional crime and quality-of-life issues including violent crime and intoxicated people. Another challenge is that some businesses have diverged from their original business plans (e.g., a business that opened as a restaurant changed to a night club to increase revenue). The primary changes noted in this area over time involve the locality’s definition of what constitutes a “high risk” establishment and what requirements are placed on them.

When asked about initiatives that have been most effective in reducing crime and disorder or improving the overall management of the area, Jurisdiction I explained that it has worked to create sound policy and guidance through the use of permits and entertainment permits. These permits place specific requirements on businesses such as the number and type of required security personnel, lighting, security cameras, hours of operation, hours of live entertainment, training, cleaning up of exterior areas, and monitoring of the building’s exterior. This permitting process allows for additional requirements for special or large events including the requirement to pay for additional police officers, added security, and the use of metal detectors. Failing to comply with the noted requirements can lead to violations and, eventually, permit revocation.

In addition to these measures, this locality has an ordinance that defines a high-risk establishment. The factors in classifying establishments as high or low-risk include what type of alcohol license is held, how late the business will stay open, and whether the business plans to host live entertainment. Businesses that are designated as high risk are subject to additional requirements during the entertainment license process. Local ordinances prohibit new businesses classified as high risk from moving within 600 feet of another business with the same classification. These businesses are also prohibited from

moving within 600 feet of parks with playgrounds, hospitals, and other safe spaces. The locality retains the right to make exceptions to this rule if it is in the best interest of the community.

Finally, Jurisdiction I noted the benefit of having a designated police officer to monitor alcohol-serving establishments. Great effort is made to ensure all stakeholders are aware of, understand, and comply with the prescribed requirements. The designated police officer has regular contact with the businesses with the goal of gaining compliance, but if a business fails to make necessary corrections, it may result in violations being issued, which can adversely impact permits.

When asked what its most effective outreach initiatives were for engaging the entertainment district community, Jurisdiction I again cited the dedicated position to monitor alcohol-serving establishments and added that every business with an entertainment permit is required to send all employees to responsible service training, which the police department provides. This training covers topics related to identification checks, over-serving, security-related issues, and crowd control. The outreach efforts were summed up as having constant communication with the businesses throughout the entertainment district with a focus on those who are having difficulty or who hold the “high risk” designation.

Jurisdiction I indicated that its most effective partnerships in managing the entertainment district included relationships with other law enforcement agencies, zoning and planning, economic development, community groups, civic associations, and local transportation providers. While several other collaborative partnerships were discussed, these were the relationships deemed most effective.

The officers who work the entertainment area receive the same training as the remainder of the agency plus additional roll-call training on various topics provided by the officer responsible for monitoring entertainment venues. Additionally, the police department provides responsible alcohol service training to every staff member of an establishment that holds an entertainment permit.

V. ANALYSIS AND DISCUSSION

The survey results have been broken down into 10 functional areas that are examined individually with synthesis following the analysis.

A. JURISDICTION SAMPLE

Interviews were conducted with nine different police agencies from across the United States. There was a focused effort to identify localities with entertainment districts from different parts of the county along with jurisdictions of different sizes. The sample represented agencies from six different states with three small jurisdictions, two medium-sized jurisdictions, and four large jurisdictions. The Arlington County example outlined in Chapter III qualifies as a medium-sized jurisdiction.

B. DEPLOYMENT STRATEGIES

The number of officers deployed to the represented entertainment districts on a normal Friday and Saturday night ranged from a low of two officers to a high of 35 officers. As noted in Chapter IV, many variables influence the number of officers deployed on a given night, and every agency has a different means of deploying resources to maintain a safe and vibrant entertainment area. Many of the localities manage more than one entertainment district within their jurisdiction, and based on the interviews, the crowd size in these areas ranges from 3,000 to 12,000 people on any given weekend night. In addition, many agencies commented about having nearby sports venues or convention centers that significantly affect the entertainment districts in addition to the special events that occur in these areas. The interviews were consistent in demonstrating the need to have a visible police presence.

Of the agencies surveyed, four staff the entertainment area using on-duty resources, some of which are moved from other patrol areas of the jurisdiction. Four other agencies staff this area through a combination of on-duty and off-duty officers, and one locality

solely uses off-duty resources.⁹⁴ Six of the agencies noted having a dedicated entertainment district/nightlife unit with the size of the units ranging from six to 25 officers. Three agencies reported having an additional staff position dedicated to working in/with the entertainment areas. Seven agencies mentioned using specialized units from their agencies to supplement staffing, three agencies used bikes in these areas, and most allow for local businesses to hire off-duty officers, which also augment staffing levels. Two of the jurisdictions augment staff through funding from local BIDs for additional officers to work in the entertainment districts. This research has shown that most law enforcement agencies use different strategies to staff these areas and draw on different available resources and funding sources.

Significant resource deployment is necessary for law enforcement agencies to manage entertainment districts. While each jurisdiction manages this challenge differently, the results are similar in adding to the daily strain on a police department's limited resources. Whether moving officers from other areas of the locality or deploying specialized units in entertainment districts, a notable draw on resources is evident. Additionally, when police officers are moved from other patrol areas within a jurisdiction, these areas may be left with reduced or no dedicated law enforcement presence, which presents obvious concerns.

Based on the interview responses and the Arlington case study, staffing these details may also present challenges. First, it is important to put officers in the area who are amenable to working this type of detail and who possess the requisite skills to manage large crowds of people, many of whom have been drinking. However, this too can present a challenge for agencies that do not have a dedicated entertainment district team since the personnel assigned often rotate. As noted in the Arlington case study, the most desirable characteristics for officers working in this environment include being approachable, community oriented, professional, patient, accountable, honest, and rational. Assuming that most people would agree that these listed traits are desirable, agencies may not always

⁹⁴ On-duty officers working patrol areas encompassing the entertainment district are not counted in this analysis.

have the ability to be selective when trying to staff a detail of police officers to maintain safety and security.

C. CHALLENGES IN ENTERTAINMENT DISTRICTS

Entertainment districts present a variety of different issues and concerns, and each agency interviewed was asked to highlight the challenges they face in their respective areas. Table 8 summarizes their responses.

Table 8. Challenges Reported in Entertainment Districts

	Small Jurisdictions (Total - 3)	Medium Jurisdictions (Total - 2)	Large Jurisdictions (Total - 4)	Total (Total - 9)
Crime	100%	50%	75%	78%
Over-serving alcohol Intoxicated people	100%	50%	50%	67%
Crowds	33%	100%	50%	56%
Quality of Life Issues	67%		25%	33%
Fighting	33%	50%	25%	33%
Staffing	33%		25%	22%
Traffic Flow			25%	11%
Cruising		50%		11%
Jaywalking			25%	11%
Gangs		50%		11%
Noise			25%	11%

While this study represents a very limited sample size, it is clear that the primary concerns are reasonably consistent: crime, over-serving of alcohol, intoxicated people, crowds, quality-of-life issues, and fighting. This list does not minimize the importance of the other identified concerns, but these seem to be the most prevalent based on the interviews conducted. Furthermore, there is no discernable difference between the issues faced by the different sized agencies. It should be noted that the top two concerns

identified—crime and the over-serving of alcohol/intoxication—can both be at least partially addressed by having informed, educated, and professional place managers.

D. SUCCESSFUL INITIATIVES

When asked to highlight the initiatives the respondents felt were most effective in reducing crime and disorder or in improving the overall management of the entertainment districts, the answers varied; however, analysis has led to identifying clear categories to summarize the responses. Table 9 provides a comprehensive view of the identified smart strategies, which have been broken into different categories.

Table 9. Summary of Identified Successful Strategies

Agency Size	Described Practice	Category
S, M, L, L	Deployment of dedicated unit for entertainment district	Deployment
S, S	Assigning Neighborhood resource/community policing officer/ alcohol permit to area	Deployment
M, L	Deploying officers on bicycles	Deployment
S	Re-distribution of staffing across agency to increase number of officers working in entertainment district	Deployment
M	High visibility, focused, hot-spot policing - includes tactics to draw visibility to police (emergency lights on, etc)	Deployment
S	Crime analysis of all incidents occurring in/near entertainment district for deployment	Deployment
S	Detailing officers to foot beats	Deployment
L	Selection of best officers to work this assignment	Deployment
S, L, L	Attend regular meetings with local businesses, merchants associations, residents	Communication/Collaboration
S	Single point of contact system where businesses/residents have a designated person to contact with concerns	Communication/Collaboration
L	Maintain frequent communication with other localities managing entertainment district to exchange ideas	Communication/Collaboration
L	Invite all community members to attend COMPSTAT meetings	Communication/Collaboration
L	Actively engage with local convention bureau	Communication/Collaboration
S	Communication platform that all businesses and public safety have access to	Communication/Collaboration
L	Inclusion of bar owners/managers on police advisory boards	Communication/Collaboration
M	Actively monitor traffic flow and close streets as necessary	Safety/security
L	Closing of streets due to crowd size	Safety/security
L	Cover charge to enter the area with voucher returning most money - limits the number of people just hanging around	Safety/security
L	Summer weekend nights - screening of patrons for weapons before entering area	Safety/security
S	Training program for bar owners/managers/staff with topics such as over-serving, security issues, legal issues, etc.	Training
M	Host quarterly training for bar owners	Training
L	Local government entertainment district management staff -- Provide training	Training
S	Management of entertainment permits to include specific requirements	Policy/law
S	Ordinance designating "high risk" venues and requiring that they not be in close proximity to one another.	Policy/law
M	Requiring certain businesses to hire off-duty police officers (open past traditional closing time)	Policy/law
M, M	Use of cameras throughout the entertainment district	Technology
M	Technology - electronic identification scanners	Technology
S, M	Multi-agency task force to conduct inspections at bars	Inspection/Enforcement
L	Sobriety check points	Inspection/Enforcement
S	Participate in national "Main Street" program	Other
M	Support from agency leadership	Other

Table 9 clearly identifies two types of initiatives that are most frequently identified as the most successful in reducing crime and disorder or generally improving the

entertainment district area: deployment methodologies and communication/collaboration strategies. The communication/collaboration category clearly highlights the need for there to be a collaborative relationship between local authorities and the bar owners/managers but also points to the need for collaboration across a variety of different agencies/entities to achieve success. Over half of the successful initiatives identified by respondents fell into one of these two categories. Further analysis identified two initiatives that were most mentioned as successful: deploying dedicated units to the entertainment districts and attending regular meetings with local businesses, merchant associations, and residents. Arguably, the training category could be merged with the communication/collaboration category since training is often discussed in terms of informing people while building relationships based on trust.

It is interesting that traditional enforcement efforts were mentioned less frequently than the other categories. In fact, during many of the conversations, the jurisdictions mentioned the importance of building relationships, so everyone is working collaboratively, and many initiatives were geared toward getting the businesses to come into compliance with rules or practices and not using enforcement as a primary tool. However, during these conversations most were clear that while collaboration and compliance are goals, if a business is not willing to make the required changes, enforcement would then become the option.

E. SUCCESSFUL OUTREACH INITIATIVES

The type of outreach most consistently mentioned was regular merchant, BID, and neighborhood meetings. This was followed by several agencies discussing the importance of daily/regular interaction with the bar owners/managers/staff and the importance of having staff dedicated to performing this function. These two outreach methods seem to be the most frequently used by the agencies interviewed; however, several other topics were mentioned including conducting training opportunities for businesses and outreach with and through other governmental agencies to form partnerships. Moreover, several jurisdictions mentioned specific communication platforms such as text or email chat groups as beneficial. There were no obvious differences in the success of differently sized agencies

in successful outreach initiatives. Overall, police departments are dedicating staff resources and time to build effective relationships with the bar owners/managers, so issues can be identified and addressed together. This summary is supported by the one jurisdiction that mentioned its practice of not holding calls for police service against the businesses as it is important for them to call when a situation gets out of control. Having open dialogues and relationships built on mutual trust and understanding of differing priorities is critical to the overall management of these areas.

Surprisingly, only one agency mentioned the use of traditional or social media to address challenges in entertainment districts. When asked what outreach/communications initiatives had been used to engage with the business patrons and community regarding the entertainment district and its impact, most jurisdictions focused specifically on efforts to build relationships with the bars and staff. The respondents may have focused on business outreach because that was the first relationship mentioned in the question, and this researcher did not ask specifically for the outreach to patrons and the community. Therefore, this analysis is most appropriate if focused particularly on the successful outreach initiatives to engage with businesses in entertainment districts.

F. SUCCESSFUL COLLABORATIVE PARTNERSHIPS

While not particularly surprising, the interviews demonstrated that no agency can manage entertainment districts without forming successful collaborative partnerships with a host of different disciplines. Table 10 illustrates the responses when agencies were asked to rate the successfulness of various partnerships on a scale of 1 to 3, where 1 is “successful,” 2 is “very successful,” and 3 is “extremely successful.” The table has been organized to show the most frequently cited partnerships first.

Table 10. Successful Collaborative Partnerships

Jurisdiction:	A	B	C	D	E	F	G	H	I
Agency Size:	S	L	L	M	L	S	M	L	S
Fire Department / EMS	3	2	3	3	3	3	3	3	2
Zoning/Code Enforcement	1	3	1	2	2	2	3	2	3
bar owners/managers	1	1	3	1	2	3	3	1	2
Community Groups/Civic Assoc	2	3	3	2	3		3	2	3
ABC	2	3	2	2	3		3	2	1.5-2
Security Leaders		2	3	1	2	3	3	1	2
Business Improvement Districts		3		3	3	3	3	3	
Other Law Enforcement Agencies	2		2			2.5	3		3
Transportation Providers		1				3	2	1	3
Public Health	1		1	2				1	2
Public Works					3		1		
Economic Development							1	2	3

The partnerships mentioned by all nine respondents included the fire/EMS department, zoning/code enforcement, and bar owners/managers followed by community groups/civic associations and the alcohol regulatory agency. Each of these partnerships make clear sense in the dynamics of an entertainment district: there are large crowds in the area (e.g., the fire department for occupancy numbers and the police for safety and security) with people who have been drinking or over-drinking (e.g., the police or EMS for over-drinking). Most localities have use permits for the actual use of a location or entertainment permits, which must be issued and monitored by police or zoning/code enforcement, along with other building requirements overseen by code enforcement or the fire department. Clearly, the businesses serving alcohol are subject to many specific regulations (enforced by the police and the ABC). This simple overview of an entertainment district leaves no doubt that there are many different issues at play in these areas, which typically fall under the responsibility of different agencies, so forming collaborative working relationships across many government agencies is critical.

To take the analysis a bit further, the businesses are managed by the bar owner/managers—place managers—who hire security staff to limit disorder. The management of the public space surrounding the bars is primarily left to local government officials. While the businesses and public space are managed by different entities, they

clearly do not operate independently, so the collaborative relationship again becomes the key to success.

G. SUCCESSFUL TRAINING INITIATIVES

Given the previous discussion regarding the number of different issues, regulations, permits, and legal considerations at play in an entertainment district, it seems logical there would be a mechanism for ensuring all stakeholders are operating from the same functional knowledge of these competing demands. Place managers cannot effectively do their jobs if they are not properly trained on all relevant information. Not surprisingly, six of the nine agencies interviewed have a defined program to educate the bar staff on these demands. There was no notable difference in the number of training programs by agency size. Furthermore, when discussing these programs, the jurisdictions with training programs spoke of how important they are in educating stakeholders on the “rules” but at the same time building the relationships already identified as being critical.

When examining training programs within the agencies surveyed, four of the nine have defined additional training for those officers working this area while an additional two have some additional training in the form of roll-call training or on topics such as civil disturbance due to the large size of their crowds. Training those deployed to serve as the guardians is equally as important as training other stakeholders. This corresponds with the earlier discussion about communication/collaboration and deployment strategies as being the most successful in managing entertainment districts.

H. COMMUNITY EXPECTATIONS AND TOLERANCE

This line of questioning focused on how community expectations, tolerances, and opinions may influence police deployment initiatives within an entertainment district. While the data obtained from this question are less quantifiable than those from other questions, there were still valuable learning points. First, most agencies acknowledged the importance of having open dialogues with and addressing the concerns of residential neighbors. This is traditional law enforcement work and comes as no surprise. Several things were shared that warrant further attention.

One agency shared that its alcohol-permitting agency has a formal system that solicits feedback from the community on individual businesses at the time of permit renewal. This feedback is given significant weight when renewal decisions are made. This strategy demonstrates an intentional process to gather the information and use it in decision making, the need for relationships between local government agencies and the bars, as well as the importance of a collaborative relationship between business owners/managers and the surrounding community. This concept was supported by another agency reporting that when a new bar opens, the neighborhood association asks the business to sign a good-neighbor agreement, addressing topics such as noise, clean-up, and other good-neighbor principles. These responses demonstrate the importance of involving the community in the discussions surrounding entertainment district management.

I. AGENCY GOALS AND STRATEGIES

A review of the answers to this line of questioning revealed that none of the agencies have defined or written goals and strategies to guide their efforts in managing entertainment districts. The second question on this topic asked whether agencies had defined performance metrics to evaluate their deployment initiatives. No agencies claimed to have defined metrics for program evaluation, but most indicated that they monitored crime trends, quality-of-life issues, assault calls, the number of calls for service, and intoxicated people.

To be truly effective, agencies must identify the needs, develop the strategies and initiatives, and be prepared for program evaluation after a period of time to evaluate success and pivot where necessary. To truly evaluate the success of a program, an agency must clearly identify the value intended by an initiative, which allows for measurable performance metrics. The challenges associated with measuring levels of success were highlighted in the analysis of the Clarendon case study in Chapter III.

As noted by Madensen and Eck, a small percentage of bars in Kansas City accounted for half of the offenses that occurred over a five-year period.⁹⁵ Furthermore, the

⁹⁵ Sherman, Schmidt, and Velke, "High Crime Taverns."

Arlington data found that from 2017 to 2018, three businesses each year accounted for 43–46 percent of the calls for service in the area with two of the bars identified in statistics from both years. While this information does not necessarily provide clarity on the overall success of a multi-faceted approach, it clearly demonstrates areas/issues for more focused and collaborative engagement.

J. TRADITIONAL SECURITY MEASURE DEPLOYMENT

The purpose of this line of questioning was to determine what, if any, traditional security deployments were being utilized other than the deployment of police officers. Only two agencies reported routine road closures using temporary bollards as a long-term solution. Only one agency reported using routine checkpoints of patrons, and the same agency has utilized police vehicles to direct pedestrian movement during peak crowd times. The remaining agencies reported using plain-clothes officers and closing roads on an as needed basis depending on the circumstances. The deployment of police officers in entertainment districts definitely falls into the category of a traditional security measure, and this research affirms the need for this type of deployment. However, the research clearly indicates that these traditional security measure deployments should be only a limited portion of the overall strategy necessary to effectively manage an entertainment district.

K. SYNTHESIS

As discussed in the literature review, Blair Berkley and John Thayer conducted a study of 34 agencies in 2000 in which law enforcement personnel were asked to identify issues that require a police response to entertainment districts as well as effective response strategies. At the conclusion of that study, Berkley and Thayer found that managing these areas “requires continuous training and education of business managers and private security personnel” and that “night-time district patrol requires a multi-prong effort to preempt problems and assure public safety.”⁹⁶ The responses from this research clearly support Berkley and Thayer’s assertions surrounding the importance of training and a

⁹⁶ Berkley and Thayer, “Policing Entertainment Districts,” 466.

multi-prong approach to managing entertainment districts, but this research suggests that the concept of place management should be included in the conversation when discussing how to effectively manage these areas. Furthermore, the training component of an overall program becomes a critical part of building the relationships desired while also informing place managers, so they may effectively fill that role and ultimately have a positive impact on the amount of crime and disorder.

1. Deployment Considerations

Even from this small sample size, it is obvious that the deployment approaches are very different (ranging from 2–35 officers). Even with this variation, all of the jurisdictions assigned people specifically to entertainment districts. Doing so affords agencies the ability to select those officers with the demeanor and skills necessary to truly be effective in the entertainment district while at the same time holding businesses and patrons accountable for certain levels of behavior. Furthermore, a dedicated presence not only serves as a visible deterrent to crime and disorder but also fosters collaborative relationships while demonstrating that law enforcement is committed to fulfilling its role as a member of the entertainment district community. It stands to reason that police officers who are taking an active role as guardians (place managers) of an entertainment district rather than simply enforcing the law with businesses and patrons are more likely to achieve success. The dedicated deployment of officers contributes to achieving success in most of the categories identified in Table 9. This strategy clearly represents a deployment decision, but it also contributes in a meaningful way to communication, collaboration, safety, security, training, policy, and law.

2. Place Management and Factors Leading to Crime

The literature surrounding entertainment districts along with the findings of this research illustrate the need to dedicate effort toward recruiting, training, and engaging professional place managers. This research found that the two most frequently cited challenges in the entertainment districts were crime and the over-serving of alcohol. As noted in the literature review, engaged and professional place managers have the ability to reduce or prevent incidents of crime. These same individuals also retain the ability to set

policy and create an environment within their business to limit the over-serving of alcohol. As noted previously, Franquez et al. found that a small number of establishments that serve alcohol are responsible for most incidents of crime in an area. These businesses were referred to as risky facilities. Furthermore, they suggest that “what is generally found to separate risky facilities from low crime places is a combination of place management and premise notoriety.”⁹⁷

It is clear that individual businesses within an entertainment district do not operate independently of the surrounding public space. If businesses allow patrons to behave in an inappropriate or illegal manner, risky behavior can lead to crime. It also stands to reason that if patrons are permitted to behave in any manner they like inside an establishment, they may have the same expectation once they enter the public space. This illustrates the need for collaborative working relationships between business owners/managers and local officials. The importance of forming these relationships was clearly supported through this research. No single agency reported fewer than seven successful collaborative partnerships, and the greatest number identified was 11.

This research also demonstrates the importance of providing training to bar owners, managers, and employees. While some are more robust than others, every agency in this research has committed to forming these relationships and training stakeholders so they may better serve as place managers and limit crime. As noted earlier, Franquez et al. suggest that “crimes occur when a motivated offender (1) and a suitable target (2) intersect at a specific location (3) and there is a conspicuous absence of capable guardians (4), intimate handlers (5), and effective place managers (6).”⁹⁸ Given that every business employee in an entertainment district is a place manager, there is a defined need to have well-trained, astute, professional employees at the businesses in the entertainment district. It stands to reason that business owners and managers have a greater stake in serving as place managers, so the challenge is to identify training, policies, procedures, and

⁹⁷ Franquez et al., “We Be Drinkin’,” 34.

⁹⁸ Franquez et al., 35.

relationships that encourage all bar staff to embrace the role with the same enthusiasm as the business owners.

3. Place Management in the United Kingdom: A Broader Perspective

The concept of place management appears in the United Kingdom (UK) in its efforts to reduce crime and disorder surrounding entertainment districts. The UK uses national-level legislation to combat alcohol-related concerns but recognizes the importance of implementing strategies at the local level and involving multiple stakeholders throughout the process.

In an effort to take action surrounding the harm and disorder surrounding alcohol-serving establishments, the UK adopted the Licensing Act of 2003. This national legislation addresses the licensing of establishments while at the same time increasing law enforcement's authority to support the act. Additionally, the Licensing Act works collaboratively with several other acts or initiatives all focused on reducing crime and disorder.⁹⁹ However, legislation alone lacks the ability to coordinate efforts across a broad spectrum to solve problems.

In 2012, the UK adopted its national alcohol strategy. This document provides a plan of action to incorporate the powers from the Licensing Act with additional strategies to reduce harm and disorder.¹⁰⁰ The strategy recognizes that the most efficient way to combat alcohol-related harm rests at the local level through a series of collaborative partnerships. The strategy specifically extends additional power to localities to mitigate alcohol-related concerns—the ability to require businesses operating late at night to pay toward the costs of law enforcement efforts to maintain safety, the ability to cease alcohol sales after a given hour under certain circumstances, and the ability to control the number of alcohol-serving businesses in a given area, among other powers. Additionally, the

⁹⁹ Amy Burrell and Rosie Erol, "Tackling Violence in the Night-Time Economy on the Ground: Putting Policy into Practice in England and Wales," *Crime Prevention and Community Safety* 11, no. 3 (2009): 189–191, <https://doi.org/10.1057/cpcs.2009.13>.

¹⁰⁰ Home Office, *The Government's Alcohol Strategy* (London: Stationery Office, March 2012), https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/224075/alcohol-strategy.pdf.

strategy recognizes that the alcohol industry and retailers have a definite role in reducing crime and disorder and, therefore, share accountability with industry officials to promote responsible drinking. Finally, the strategy also recognizes the need to educate individuals on the potential harms of drinking so that each person can make informed decisions.¹⁰¹

An important aspect of this strategy is that the national-level support and legislation focuses on implementation at the local level. Each community has different problems, needs, and expectations, and therefore, the mitigation strategies are better positioned when developed at the local level. This strategy goes further in that it outlines the government's responsibilities as well as defines roles for different involved parties such as alcohol industry officials, which include bar owners/managers, and individual consumers. Sharing accountability for action across a spectrum of stakeholders who are expected to work collaboratively through a variety of different strategies closely parallels the definition of place management provided by the Institute of Place Management.

One collaborative place management example from the UK deserving of some discussion centers around a program in Gloucester referred to as the "Gloucester City Safe Scheme." Managed by a non-profit organization, this program includes membership from a variety of different business entities. The management of this program works closely with local authorities, and each participating business has the authority to issue a warning, or a yellow card, to individuals observed violating a rule. The second offense results in what is referred to as a "red card," and the individual is immediately banned from all participating establishments. A 2017 survey found that 75% of those surveyed believed that this program was effective in reducing crime and disorder. Data analysis of individuals who received a "yellow card" showed that 83 percent had no further incidents.¹⁰² This initiative clearly demonstrates the value gained when informed and professional place managers work collaboratively to mitigate issues and concerns.

¹⁰¹ Home Office, 2–5.

¹⁰² Andrew Stafford et al., *Community Safety and the Night Time Economy* (Gloucestershire, England: University of Gloucestershire, 2018), 34–42 <http://eprints.glos.ac.uk/5558/13/Community%20Safety%20and%20the%20Night%20Time%20Economy%20March%202018.pdf>.

The UK approaches entertainment districts with national-level legislation implemented through a national strategy incorporating the concept of place management throughout the approach. While the United States does not have national-level legislation or a strategy, this research clearly identifies that individual U.S. jurisdictions all engage in multiple initiatives including the concept of place management.

4. Special Events Management Concepts in Entertainment Districts

Earlier in this thesis, three different literature topics were discussed: special events management protocols, place management, and factors leading to crime. Having already addressed place management and the factors leading to crime, some discussion on special events management and how this protocol applies to entertainment districts is appropriate. Special events management is composed of three parts: planning, event management, and after-action review. The research in this thesis clearly shows that entertainment districts are not, and should not, be managed in the same manner as traditional special events. That is not to imply that the special events process is not applicable, but a notable difference between the two things exists: traditional special events such as marathons and festivals are typically short-lived. Entertainment districts present a daily concern that impacts the lives of far more than just the patrons and business employees. Residents are more likely to tolerate some level of inconvenience or aggravation from a special event that lasts a day or two versus a nightly occurrence with no end in sight. Furthermore, given their short nature, special events can often be managed through a significant deployment of resources, which may not be sustainable in an ongoing entertainment district environment. Finally, an entertainment district develops a reputation and a personality (premise notoriety), which cannot be changed overnight, so a committed and long-term partnership and strategy are necessary.

Given the similarities between special events and entertainment districts, there is a clear need for traditional security deployments in both venues; however, evidence suggests that this alone is insufficient in entertainment districts. Using the traditional special event process (planning, event management, and after-action review) would be applicable and useful in long-term planning and strategy efforts within an entertainment district. None of

the agencies interviewed, nor Arlington County, have written goals and objectives or defined performance metrics. An iterative planning and after-action review process surrounding entertainment district management would potentially help identify these metrics.

VI. CONCLUSION AND RECOMMENDATIONS

This thesis identified 31 successful strategies, as shown in Table 9, with all agencies listing multiple initiatives in their overall approach to managing entertainment districts. Additionally, all agencies listed numerous collaborative partnerships and training initiatives, which clearly indicate a multi-prong approach to managing these areas using a multi-agency/entity approach. These strategies reflect the definition of place management from the Place Management Institute: “a coordinated, area-based, multi-stakeholder approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.”¹⁰³

A. WHAT ARE SMART PRACTICES FOR MANAGING ENTERTAINMENT DISTRICTS?

This researcher suggests that each initiative listed—in Table 9 and throughout this thesis—is a smart practice. These initiatives were selected by experienced law enforcement professionals, who have oversight of managing entertainment districts, and were proffered as being their most successful strategies in creating value in those particular communities. While specific data are not provided to support the designation of smart strategies, the empirical data validates the “smart” status. Furthermore, these strategies align with the academic literature presented.

The Arlington case study demonstrated the challenges with relying on individual or specific datasets when evaluating a program. Many independent factors play a role in determining what data should be considered, and these may be different from one agency to the next. A comprehensive review of available data from each case study would be impractical for this research and subject to scrutiny as each locality likely has different mechanisms for capturing available statistics.

It is clear that every entertainment district is different, and localities have differing levels of resources and, therefore, deploy them differently. There is not a one-size-fits-all

¹⁰³ Institute of Place Management, “What We Do.”

strategy to managing these areas because of these noted variances along with the varying community expectations and tolerances. The goal rests in finding a balance to work with the entertainment district officials, community members, and other agencies to approach the issues collaboratively. While entertainment districts do create additional challenges for any locality, they also bring many positive things to a community, so stakeholders must work together to make these areas safe while still enjoyable.

Summarizing the categories of the smart strategies identified in Chapter V, it is suggested that smart strategies for managing entertainment districts involve the following characteristics: a multi-agency/entity collaborative partnership utilizing multi-pronged approaches to reduce crime and disorder with an emphasis on building relationships and the training of all stakeholders to facilitate informed and professional place managers.

B. RECOMMENDATIONS

1. Agencies Should Continually Assess Their Initiatives

With the ever-changing dynamics in and around entertainment districts, law enforcement and other agencies need to assess their initiatives continually and make modifications whenever prudent. This highlights the value of having an iterative and defined process for evaluating initiatives along with stated goals, objectives, and performance metrics. This same concept would apply to the training provided to the entertainment venues as well as to officers working in the area. Evolving concerns and threats necessitate timely and meaningful training.

With increasingly competing demands and an ever-changing environment, it is imperative that agencies continue to seek effective and proven strategies to manage entertainment districts. The strategies described in this research have clearly worked for particular communities. However, as noted, each entertainment district and community is different, so there is no guarantee that the strategies outlined will be feasible or successful in every situation. Bardach and Patashnik provide guidance when considering the adoption of a strategy from another agency in a different locality. They suggest that it is important to “be rigorous in replicating the logic—the *how*—of the basic mechanism, while leaving maximum flexibility as to the specific means to carry it out. To do this, distinguish between

the *functions* involved in getting the mechanism to work and the particular *features* that embody those functions.”¹⁰⁴ They go on to suggest that a good method would be to find multiple examples of the practice to get an idea of how it works in different environments with different features included.¹⁰⁵ In short, there is absolutely no reason to reinvent the wheel, but a careful examination, consideration, and analysis are necessary before concluding that a smart practice in one locality will be just as successful in another.

2. Performance Metrics Are Lacking

As none of the localities discussed have defined goals or strategies for deployment or performance metrics, this is an area for future focus. Although each jurisdiction monitors crime and other variables there is value in having defined metrics and baseline data before beginning new initiatives to assist in program evaluation. As noted in Berkley and Thayer’s research in 2000, having clear enforcement priorities is important in managing entertainment districts.¹⁰⁶ Established priorities not only help define appropriate performance metrics for program evaluation but also help individual police officers and place managers in understanding priorities. This research identified some examples of performance metrics that have been used for program evaluation, which included the evaluation of crime data, calls for police service, neighborhood complaints, and use-of-force numbers. It is suggested that incorporating neighborhood satisfaction surveys, business satisfaction surveys, and patron counts within an entertainment district may also be helpful in evaluating a program. This is an area in need of further research.

Gloucester, England, developed a structure for evidence-based program evaluation that may serve as a starting point for other localities. The program uses a “red/amber/green” approach, which includes specific evaluation criteria. The analysis is broken down into five separate categories: purpose, aim, and background; design, implementation, and operation; resources, cost, and sustainability; evaluation and performance measurement; and an

¹⁰⁴ Bardach and Patashnik, *A Practical Guide for Policy Analysis*, 132.

¹⁰⁵ Bardach and Patashnik, 134.

¹⁰⁶ Berkley and Thayer, “Policing Entertainment Districts,” 473–475.

overall rating.¹⁰⁷ During the evaluation, each category is assigned a color of green, amber, or red. A green classification indicates that the program criteria have been addressed sufficiently, amber indicates that the criteria have been partially met, and red suggests that the criteria have not been met. This analysis allows officials to evaluate the effectiveness of any given program and determine whether it is deserving of continued or additional funding.¹⁰⁸ See the Appendix for further information.

3. Consider Regional or State-Wide Strategies for Consistency

This research has concluded that individual entertainment districts and localities are unique and demand different strategies to reduce crime and disorder. Interestingly, the UK approach definitely recognizes the importance of managing these concerns at a local level but also provides national-level legislation to guide and support localities. This research was not designed to evaluate similarities and differences in entertainment districts; however, the consistent national-level support utilized in the UK presents an interesting consideration. This thesis has identified a need for business place managers and local authorities responsible for the public space to work collaboratively to identify consistent behavior expectations. This recognition invites the question of whether adjoining jurisdictions, or possibly states, should develop supporting legislation or programs that encourage some level of consistency among entertainment districts. A 30-minute car ride from Arlington County, Virginia, could take a person through nearly 10 different jurisdictions. While state laws guide all jurisdictions within the state, individual ordinances and enforcement strategies vary from jurisdiction to jurisdiction. This can lead to confusion among patrons about what behavioral expectations are in different, particularly closely situated, entertainment districts. Further research surrounding the possibility of more state-wide strategic support or regional collaboration could prove beneficial to future discussions.

¹⁰⁷ Stafford et al., *Community Safety and the Night Time Economy*, 64–65.

¹⁰⁸ Stafford et al., 63–66.

4. Examine Engagement with Other Governmental Agencies

While the intent of this research was to provide readers with a review of applicable literature and a list of proven smart practices, the research sample was small and limited to law enforcement partners. Future studies would do well to engage with other governmental agencies that have some responsibility for entertainment district management along with the bar owners and managers, security staff, and—potentially—the patrons.

Entertainment districts can be a great addition to any community, but they require a robust and comprehensive strategy to maximize safety while maintaining an enjoyable atmosphere. While this research has provided a list of smart strategies that localities may consider implementing to manage their entertainment districts, it has also demonstrated the importance of incorporating the concept of place management throughout the individual strategies. Furthermore, this research illustrates the importance of forming multi-agency/entity partnerships and using many different initiatives in an overall deployment strategy. It is clear that entertainment districts are—and will continue to be—a significant homeland security concern, so it is critical that all stakeholders continue to work collaboratively and iteratively to ensure that deployment strategies and initiatives remain current and address the needs of each individual community.

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APPENDIX. PERFORMANCE METRIC RECOMMENDATION

Table 11. Gloucestershire Tool for Analyzing New Night-Time Economy Initiative¹⁰⁹

Initiative:	Red: Addressed insufficiently. Currently not worthy of support.	Amber: Addressed partially. Revision and/or close monitoring required.	Green: Addressed sufficiently. No additional attention required at this stage.	Comments
Purpose, aim and background:				
• Is the problem that the initiative is designed to address articulated clearly and of concern and relevance to those using and/or working within the NTE in Gloucestershire?				
• Were relevant stakeholders consulted to inform an assessment of this problem?				
• Are the aims of the initiative appropriate, realistic and articulated clearly?				
• If other initiatives already exist that seek to address this problem or associated issues, will this new initiative complement or duplicate this activity?				
Design, implementation and operation:				
• Is the initiative's design based upon evidence of best practice? Is prior learning and/or experience utilised adequately?				
• Has appropriate consideration been given to start-up revenue and resources?				
• Have suitable management processes and structures been proposed, including (if appropriate) the appointment of a coordinator and/or external advisors?				
• Will the initiative bring together key stakeholders/existing networks and sustain their involvement?				
• Will the initiative encourage community participation, draw upon regular consultation and raise awareness of its work? How will the initiative utilise social media to achieve this?				
• Are processes proposed that will ensure communication and effective information sharing between the new initiative and other key stakeholders/initiatives? Are the means of information recording and storage suitable and sufficient?				
Resources, cost and sustainability:				
• Is the initiative supported by a sustainable funding plan? If this draws upon membership fees, are these set appropriately?				
• If volunteers are required is their involvement sustainable, realistic and appropriate? Is the balance between a retained, remunerated core and a volunteer contingent appropriate?				
• If other resources or facilities are required, relied upon, or offered 'in-kind' at this stage, will access to them be sustainable?				
Evaluation and performance measurement:				
• Will information on performance and key achievements be recorded systematically and collected through an appropriate range of metrics? Will this include stakeholder and community consultation?				
• Are suitable evaluation methods proposed that will facilitate periodic review and performance improvement and help identify areas requiring attention?				
• Are processes proposed that will facilitate the ongoing assessment of the problem that the initiative was designed to address and ensure that the initiative evolves as/when the problem changes?				
Overall				
• Taking all of this in to account, is this initiative worthy of the OPEC support that is requested (i.e. do the strengths of this initiative outweigh any limitations and can changes be made to address any issues identified)?				

¹⁰⁹ Source: Stafford et al., *Community Safety and the Night Time Economy*, 64–65.

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