

Pittsburgh Sociable City Plan

Submitted by:
Responsible Hospitality Institute
December 2012

Mission

Seamlessly integrate dining, entertainment and events while addressing the negative impacts from crowds, intoxication and public disorder.

Four Focus Neighborhoods

District Name	Streets with Nightlife	District Stage	Description
Downtown	Market Square Penn Ave. Liberty Ave.	Emerging	Downtown, particularly Market Square, is likely to an expansion in late night activity including theatres and the arts.
Lawrenceville	Butler St. (btwn 34th and 55th St.) Penn Ave.	Developing	Dining and nightlife are developing and is supported by a young population
Oakland	Atwood St. Semple St. Craig St.	Mature	Formerly the center for college-age nightlife. Current challenges are with house parties
South Side	East Carson St.	Challenged	Existing dense nightlife patronage with significant impacts to residential quality of life and public safety.

Process

Phase 1: Establish the Foundation for Collaboration

- 1.1 Formed the Pittsburgh Transformation Team
- 1.2 Conducted Transformation Team Meeting to Set Priorities
- 1.3 Gathered and Provided Access to Information
- 1.4 Conducted District Leader Meetings and District Tours

Phase 2: Orientation and Training of Participants

- 2.1 Participant Recruitment
- 2.2 Group Assembly and Training

Phase 3: Conducting the Assessment

- 3.1 Facilitated Task Force Discussion Meetings
- 3.2 Development and Editing of Summary Report

Process cont'd

Phase 4: Finalize and Present Implementation Plan

- 4.1 Refinement of the Plan with Follow-up Meetings and Guest Speakers
- 4.2 Updated Summary Report
- 4.3 Presentation of Sociable City Plan to City Council on 12/12/12

Process cont'd

Phase 5: Establishment of a Sustainable Alliance

*Scheduled to occur in January 2013.

5.1 Convene Meetings to Facilitate Alliance

- Meeting to Facilitate Pittsburgh Nighttime Economy Alliance
 - RHI staff will assist in development of an alliance of diverse stakeholders called the Pittsburgh Nighttime Economy Alliance. This organization will be comprised of a balance of representatives among districts, perspectives, and leaders from the Action Plan Task Forces from 3.1.
- Follow-up Conference Call
 - RHI staff will facilitate a follow-up conference call to ensure the sustainability of the process by helping to identify staffing needs for ongoing coordination, and assisting with action plan implementation.

Background-Trends and Issues

1. Growth in young adult population;
2. Neighborhoods that traditionally served local residents are now becoming regional destinations for young adults;
3. Pattern of nightlife moving from district to district once the activity surge is deemed unmanageable;
4. Limited city and state resources for public safety, transportation, and other key areas;
5. Positive economic benefits of nightlife
 - i. Jobs
 - ii. Sales Tax Revenue
 - iii. Support of the Local Economy;
6. Negative economic impacts on public safety and quality of life;

Background-Trends and Issues cont'd

7. Unmanaged nightlife is a magnet for crime, disorder, drug use and gang activity;
8. Inefficient, ineffective systems at the city and state level aggravate public safety challenges;
9. Crowds at bar closing time are associated with public disorder;
10. Limited, inefficient taxi service and lack of nighttime public transit are a contributing cause to high numbers of sexual assaults and impaired driving cases;
11. Traffic Safety
 - a. Carson Street has been ranked as one of the city's highest crash locations for pedestrians and vehicles
 - b. 50% of reportable crashes happen between 10pm and 3am;
12. House Parties are common disruptions in neighborhoods that host large numbers of college students;

Recommendations for Implementation Plan

1. District Management Actions
2. Public Safety Actions
3. Transportation Actions
4. Personal Accountability and Harm Reduction Actions
5. Hospitality Practices Actions

1. District Management Actions

- Develop Structure for Piloting a Hospitality Zone Overlay
 - For a Zoning Overlay to be approved, the following conditions will need to be met:
 - Language for the new policy will need to be "alcohol neutral" to pass the PA Liquor Control Board.
 - The zoning overlay will need to be introduced at the Planning Commission, then be approved by City Council as a legislative change.
- Secure Resources to Administer and Maintain the Zoning Overlay
 - The Zoning Board
 - Advisory board comprised of hospitality, law enforcement, district representation, and transportation stakeholders may need to be established to assist.
 - Possible staff role created within Mayor's Office or other City Dept to determine if resources are being used efficiently.
- Document the Status of Potential District(s) for a Pilot Overlay
 - Take an inventory/field survey of current hospitality zones.
 - Create a Social Occupancy Measure Tool
 - Identify current occupancy load
 - Take note of:
 - Current and potential impacts to the quality of life and public safety
 - Stakeholders who are impacted by poorly managed entertainment districts
 - Resource for Data Collection: The Urban Redevelopment Authority plans to hire Community Technical Assistance Center to conduct an inventory and data collection of various districts in Pittsburgh.
 - Identify districts that currently are or could potentially become active hospitality zones.

1. District Management Actions cont'd

- Establish Strong Community Support for the Hospitality Zone Overlay
 - Engage each neighborhood to facilitate community input in the planning process
 - Conduct a SWOT Analysis (of strengths, weaknesses/limitations, opportunities and threats).
 - Determine the ideal "social occupancy" for each neighborhood.
 - Determine how to address a discrepancy between existing and ideal "social occupancy."
 - Hold a community event to hear concerns and questions of the district's constituents.
 - Educate Stakeholders on the Value and Benefit of Zoning Updates
 - Businesses and community organizations
 - New customers
 - Explore Application of Existing Models
 - Baum-Centre Corridor
 - Historical Review Approach-learn from past mistakes
 - San Francisco
- Prepare Template and Timeline for Zoning Updates for the Overlay
 - Update Zoning and Establish New Citywide Zoning Standards
 - Review the zoning ordinance and ways to improve the code and bring it up to date.
 - Develop new definitions for zoning and how to appropriately 'space out' businesses.
 - Compile Most Common Exemptions and Systematize into Policy
 - Establish clear criteria for business applicants prior to entering the zoning board phase rather than requiring a series of exemptions and conditions after applying.

1. District Management Actions cont'd

- Prepare Template and Timeline for Zoning Updates for the Overlay cont'd
 - Determine criteria and components of business plans and conditions for businesses within the overlay and require submission of management plans to the city.
 - Consider a Split-use Occupancy Permit for "Hybrid Businesses"
 - A split-use occupancy permit would legally allow businesses to maintain a certain occupancy as a restaurant as well as a different occupancy as a nightlife establishment that primarily serves alcohol with little or no food service. This would enable a business to be in compliance when they make the shift from a restaurant to a bar.
 - Determine a local mechanism to enact consequences and remedial actions.
 - Early assistance, conditional compliance, revocation
 - Model to Consider: Monterey, CA.
 - Establish Expiration Dates for Occupancy Permits
 - Suggestion that occupancy permits for nightlife businesses expire after one-year to establish an annual review process. During the review, an inspection of fire alarms and sprinkler systems can be conducted.
 - Currently, occupancy permits don't expire unless use of the building changes.
- Pilot the Hospitality Zone Overlay
 - Establish a Zoning Overlay for a Pilot District with Current or Emerging Nightlife
 - Monitor Implementation and Outcomes

2. Public Safety Actions

- Establish a Policy Task Force for Hospitality and Public Safety
 - Role of Hospitality and Public Safety (HPS) Policy Task Force
 - Advisory to Hospitality Zone Overlay
 - Examine the necessary resources required for monitoring and enforcement, while also serving as a data source to measure impact of the zoning approach
 - Watch List
 - Utilize information gathered from the Field Task Force to prioritize at-risk businesses, establish early assistance strategies, and if unsuccessful, coordinated enforcement.
 - Resource Allocation
 - Develop and define allocation of staff to properly monitor and improve code compliance and maintain order, anticipating potential increased need for special occasions.
 - Conflict Resolution
 - Provide a forum for issues resulting from conflicts between residents and businesses regarding new business applications or existing business practices.
 - More direct line of communication between college administration and law enforcement.
 - Centralize Information for New Businesses
 - Support development of a comprehensive guide for nightlife businesses to assist businesses to understand the process of opening, costs for going through the process, and expectations for compliance after opening.
 - Security Plans
 - A condition can be established for businesses operating after 10pm to submit a detailed security plan on crowd management, alcohol service, closing time procedures, staff training, use of technology and other security measures. This could be a condition of an occupancy permit, and reviewed annually to assure compliance.
 - Budget Considerations
 - One opportunity for redirecting current funds used might be to examine the current detail officer system and the contributions made by nightlife businesses. These funds might be reallocated through a more formal system for a "split-use" permitting process for those businesses operating after 10pm to centralize payment to a broader public safety system that could include additional police officers, regular meetings with nightlife businesses, training and support.

2. Public Safety Actions cont'd

- Establish a Field Task Force for Hospitality and Public Safety cont'd
 - This Field Task Force will consist of representatives from the departments of planning and development, transportation, taxes and revenues, police, fire, county health and the state liquor control board.
 - It will meet once a month to discuss problems.
 - Their role will be to try to resolve issues they have observed and reduce the likelihood of potentially chronic problems by ensuring that businesses are following through with the current procedures.
- Enhance the deployment of officers with training and supervision
 - Establish a Dedicated Policy Unit
 - A long term strategy is to consider how to transition from a system relying on detail officers to a system with an on-duty team.
 - Short term recommendations:
 - Dedicated Police Officers
 - Establish a special unit of officers to work the night shift in districts that have a concentration of nightlife.
 - Supervision of Officers
 - Current supervision of officers is severely limited. Assigning supervisors to monitor and provide guidance to detail officers can improve their effectiveness.
 - Clarify Role of Detail Officers if maintained
 - Currently there are conflicting expectations of detail officers and their duties.
 - Bureau of Police Command Staff expect officers to work to help disperse crowds, address traffic control, and pedestrian crossings
 - Businesses, on the other hand, consider detail officers' primary role to be to protect their venue specifically and to respond to incidents inside the bar.

2. Public Safety Actions cont'd

- Short term recommendations cont'd
 - Officer Training
 - An overview of expectations of the officers' roles and duties will need to be supplemented with education about the laws they are expected to enforce pertaining to licensees.
 - Log Books
 - Officers can carry log books to write citations. This would ideally be supplemented by an on-site, administrative processing unit to assist with handling minor violations.
 - Inter-Agency Code Compliance Team
 - An inter-agency task force representing key code compliance agencies could function on a regular basis for inspection to monitor compliance, and when appropriate, accelerated enforcement of at-risk businesses.
 - Dedicated Radio Channel
 - Security Training
 - Provide or require security training of nightlife venue personnel.
- Prioritize Challenges to Address and Strategies to Pursue
 - Public Safety Holding Center
 - "Drunk Tank"/"Detox Center"
 - Issue Areas:
 - Promoters
 - Increased crowds/unusual behavior
 - Social Clubs
 - Abuse of the Social Club license designation for extended service hours
 - Speakeasies and other Unlicensed Activities
 - Selling alcohol without a license
 - Party Buses
 - Traffic congestion, patrons "pre-gaming"

2. Public Safety Actions cont'd

- Potential Strategies to Consider:
 - Social Host Ordinance
 - Possibility of imposing liability on social hosts for serving alcohol to minors or selling alcohol without a license.
 - Keg Registration
 - Would allow police to track the person who purchased the keg that resulted in underage drinking.
 - Points System
 - Used to suspend business licenses. Nighttime inspectors would need to be in place in order for points to be accumulated.
 - Loitering Law
 - Although signs can be posted and people can be requested to "move along," this request is not technically enforceable.
- Create System for Data Collection to Monitor Risk
 - Update Data Collection Methods for Incidents
 - Use actual addresses of incidents instead of street corners.
 - Use a processing van so patrol officers aren't taken off the street to fill out paperwork for an arrest.
 - Use GIS mapping to overlay the locations of all license establishments, their occupancy numbers and incident reports.
 - Last Drink Data: Intervention Point for Data Collection
 - Educate police officers to ask intoxicated individuals upon arrest or upon intake at a public safety holding center where they had their last drink and to enter this information in the comments section of their citation form.
 - This information is not enforceable against a business, but it can help identify patterns and trends. It also gives incentive for business to not be on the "Top 10 List."
- Improve Communication with Nightlife Businesses
 - Continue Monthly Meetings between Nightlife Venues and Public Safety Agencies
 - Host a Business Orientation
 - Inform business owners how to stay in compliance and avoid the most common violations.

3. Transportation Actions

- Conduct an Inventory of Current and Potential Transportation Options
 - Match transportation availability with demand during evening and late-night hours
 - Parking Availability
 - Identify all current public and private parking spaces within the "hospitality zone." Identify under-used or new locations that can be designated for parking.
 - Parking Rules
 - Identify all existing parking rules for each space and identify any gaps in signage, marking, and other impediments to clear communication regarding time, day and purpose of the parking space.
 - Taxi Stands
 - Identify the greatest area of pedestrian activity when people would be seeking a taxi (i.e. after midnight and at closing time) and designate appropriate taxi waiting areas. Tow vehicles in existing taxi stands. On peak nights, arrange for a taxi expediter to reduce conflicts and confrontations.
 - Patron Demand and Public Transportation
 - Conduct service or access nightlife venue patron data for the zip code of where patrons live and identify potential areas that could benefit from a late-night public transit route.
 - Utilize University and/or Private Shuttle Services for the Nighttime Market
 - University Shuttles
 - Explore how to coordinate university shuttles to cater to students.
 - Private Shuttles
 - Explore possibility of a private or sponsored shuttle for group transportations to parking areas, neighborhoods or as a circulator among nightlife districts.

3. Transportation Actions cont'd

- Pilot Off-Site Parking Lot(s) for the Nighttime Workforce and Patrons
 - Address traffic congestion on Carson Street and inefficient crowd dispersal due to nightlife venue employees and patrons parking on the street and in residential areas
 - Parking Lots
 - The parking lot under the 10th St Bridge (700 spaces) could be used for a pilot program.
 - Convenient Transport to/from Parking Lots
 - Circulating shuttle/pedicabs
 - Examine Lessons Learned
 - Past attempts to institute a shuttle
 - Marketing
 - Promotions will be needed to market the shuttles as a benefit and service to nightlife patrons, rather than a punishment.
 - Intervention Point
 - Alternative transportation should be available in proximity to the parking lot in case drivers are too impaired to drive
 - Funding
 - Business owners
 - Funds from increased DUI fines
 - Conduct a Systematic Review of Parking Systems in Hospitality Zones
 - Sustain and Expand Parking Enforcement in Nighttime Hours
 - Higher Parking Rates
 - Consider a Residential Permit Program
 - Update Parking Rules in Dense Urban Areas with Narrow Streets
 - Signage Updates
 - Inventory Parking Availability
 - Update Zoning Requirements in Correlation with Parking Availability

3. Transportation Actions cont'd

- Establish Pedicab Regulations to Ensure Safety and Quality Standards
 - Research and implement proactive regulations for pedicab service to ensure safety of riders, quality of vehicle construction, and insurance requirements are met.
- Identify Safety "Hot Spots" for Improvements to Reduce Risk
 - Data Collection
 - Establish a central data point for collecting and organizing data of crashes, arrests, and rank by the time of day and location for more targeted interventions.
 - Sidewalk Capacity
 - Measure sidewalk width in the hospitality zone and correlate to peak pedestrian use to identify potential areas of congestion.
- Incorporate Safety Messages in a Social Marketing Campaign

4. Personal Accountability and Harm Reduction Actions

- Engage Young Adults in Pittsburgh Initiatives
 - Lead late-night tours
 - Conduct an inventory of social options
 - Survey peers
 - Develop a survey to identify composition of nightlife patrons
 - Engage upperclassmen and alumni in freshman education about how to be a good neighbor and party safely
 - Organize block parties in the South Side
 - Recruit representatives of PUMP
- Launch a Social Marketing Campaign
 - Identify which of Edmonton's many nightlife-related campaigns to adopt to Pittsburgh or if a new campaign is needed.
 - Determine Funding Sources
 - Universities, fundraising in the community, Dollar Bank, Pittsburgh Action Against Rape
 - Determine Marketing Resources
 - Modes and Avenues of Marketing
 - Posters and brochures inside nightlife venues, at universities' student life centers and off-campus housing clusters
 - Electronic messaging on nightlife venues' websites
 - Utilize the mobile application which is currently under development at CMU to promote social responsibility and nightlife safety.
- Develop an Intercollegiate Communication System
 - Raise awareness, disseminate information, share methods of education and engage in joint campaigns.

4. Personal Accountability and Harm Reduction Actions cont'd

- Establish a Common Code of Conduct for Students and Rental Tenants
 - Define an appropriate "code of conduct" for off-campus life, responsibility as residents and as patrons of nightlife patrons and districts.
 - Determine common violations
 - Determine which violations all universities agree to adjudicate
 - Stakeholders to convene
 - Presidents of various universities, off-campus student housing representatives, and student government representatives
 - Tenant code of conduct
 - Standard code of conduct for tenants
 - Stakeholders to convene
 - Landlords, residents and lawyers
- Expand Block Party Community Gatherings
 - Bring the success of the Block Party to the South Side and continue to host Block Parties in Oakland on an annual basis.
- Improve Data Collection and Dissemination Processes
 - Distinguish college students from other offenders
 - Establish the percentage of alcohol-related incidents that actually involve college students to help dissuade misperceptions that "students are responsible for problems."
 - Enhance transparency in data collection
 - How many violations are committed by students and what citations/consequences are adjudicated.
 - Note: Progress made in Data Collection Initiative (Oakwatch)
 - Accessing and tracking data related to consequences for out-of-control house parties and to ensure responsible persons are held accountable.

5. Hospitality Practices Actions

- Develop a Guide for New Business Opening
 - Convene Key Agencies
 - Request relevant information and suggested sequence and timelines
 - Organize Information
 - Review by agencies, business owners who recently went through the process, and veterans of multiple openings.
 - Schedule New Business Orientation
 - Organize periodic orientations for new business applicants.
- Define Model Practices for Business Plans
 - Self-Policing Occupancy
 - Educate business owners on the loss of sales from over-crowding a business in addition to the safety risks
 - Staff Uniforms
 - Encourage venues to use consistent, professional staff uniforms
 - Sexual Assault
 - Work with PAAR in developing guidelines for identification of women at risk and men's behavior that could lead to aggression and steps to improve safety and monitoring of potential risks, provide information for solving crime and creating a means to encourage a better clientele.
 - Technology
 - ID scanners, video cameras, etc.
 - New Business Welcome
 - Establish a mentorship program between businesses.

5. Hospitality Practices Actions cont'd

- Maintain Collaborative Relations
 - Convene local associations and networks
 - The South Side Bar and Restaurant Association, State associations, with local chapters
 - Community forums
- Begin a Process to Measure the Nighttime Economy
 - Economic impact study