

## **A rapid assessment of re-opening nightlife whilst containing COVID-19 and preventing violence**

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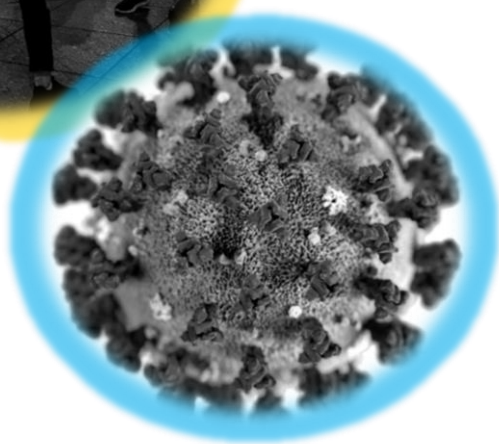
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# **A rapid assessment of re-opening nightlife whilst containing COVID-19 and preventing violence:**

## **Full report**



**Uned Atal Trais**  
**Violence Prevention Unit**

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## Overview of the Wales Violence Prevention Unit



The Wales Violence Prevention Unit was established with supported funding from the Home Office in 2019. The core team comprises members from police forces, the Police and Crime Commissioner teams, Public Health Wales, Her Majesty's Prison and Probation Service (HMPPS) and the voluntary sector.

The Unit is committed to taking a public health approach to violence prevention. This approach challenges the notion that violence is inevitable and instead shows violence can be predicted and prevented like any other health problem. The Unit seeks evidence to understand the causes of violence and what works to prevent it and use this evidence to develop interventions focused on these root causes. These interventions are evaluated before effective projects and programmes are scaled up to help more people and communities across Wales through a whole systems approach to violence prevention.

The Wales Violence Prevention Unit is working with partners to monitor the impact of the COVID-19 response measures on violence in Wales. Data indicates that during the COVID-19 restrictions, violence in public spaces has decreased. However, there is evidence that nightlife can exacerbate the risk of violence, including person-on-person and sexual violence. The unit has conducted this rapid research in partnership with Public Health Wales to support the work of Welsh Government and other agencies in re-opening nightlife safely and preventing violence.

## Acronyms used in the report

<b>A&amp;E</b>	Accident and emergency
<b>COVID-19</b>	Coronavirus
<b>CJ</b>	Criminal justice
<b>NHS</b>	National Health Service
<b>NTE</b>	Night-time economy
<b>ES</b>	Emergency services
<b>LA</b>	Local Authority
<b>NSW</b>	New South Wales
<b>PH</b>	Public Health

## Executive summary

### Background

At a time of national and international emergency, the COVID-19 (coronavirus) pandemic has resulted in closures and restrictions on nightlife environments around the world including Wales. After months of control measures, many countries are now in the process of re-opening their nightlife economies. As these restrictions are gradually lifted, we face the challenge of how to safely re-open the night-time economy (NTE) whilst minimising risks of COVID-19 transmission, protecting night-time industries and ensuring the 'new normal' of nightlife does not exacerbate other public health problems, particularly violence.

The NTE provides important social and economic benefits, yet can also carry a host of public health problems including intoxication, drug use, high-risk sexual behaviour, violence and crime. Added to this is now the risk of COVID-19 transmission. Thriving nightlife environments are typically characterised by crowding, noise, intoxication and close social interaction; conditions that facilitate the transmission of infectious diseases such as COVID-19. The measures necessary to reduce the risk of transmission will fundamentally change how nightlife environments can operate. In turn, these changes may have repercussions for risks of violence and other public health and criminal justice problems in NTEs. Therefore, this rapid applied public health research aimed to assess available evidence and emerging practice to inform the re-opening of nightlife in Wales following COVID-19 restriction measures; to help contain current and any resurgent COVID-19 and prevent violence.

### Methods

A rapid evidence review was conducted from 1<sup>st</sup> - 31<sup>st</sup> July 2020 including published literature, news articles, policy documents and interviews with key stakeholders in Wales, elsewhere in the UK and internationally. This report includes a review of COVID-19 restrictions at an international level; examples of experiences from other countries in re-opening nightlife including identified issues and successes; examples of how measures to reduce risks of COVID-19 may impact on risks of violence; and key considerations for the re-opening of nightlife in Wales (see Box 1).

### Key findings

A number of COVID-19 restrictions<sup>1</sup> have been applied during the re-opening of nightlife in different countries, including:

Social distancing	Record keeping for contact tracing	Face coverings	Table service and seated patrons
1 metre plus in England	Australia	Italy	Germany
1.5 metres in Germany, Netherlands and Spain	Germany	Japan	Italy
2 metres in Wales, Iceland and Portugal	Japan	Portugal	Netherlands
	South Korea		England
	UK wide		Sweden
			Switzerland

<sup>1</sup> Other restrictions have included capacity limits, earlier closing times, and no dancing or loud music.

## International experiences of COVID-19, violence and managing the re-opening of nightlife

International experiences identified in media reports and interviews with key stakeholders on the implications and management of COVID-19 restrictions on the risks of violence and COVID-19 transmission, raise some pertinent issues (identified by the yellow thumb down icon) and successes (identified by the blue thumb up icon) for consideration in Wales. Examples include:



### Transmission of COVID-19 in pubs and clubs:

- In Seoul, **South Korea**, shortly after the re-opening of nightclubs there was a clustered outbreak of coronavirus linked to a 29 year old man who had visited multiple nightclubs.
- In New South Wales, **Australia**, 30 individuals tested positive for COVID-19 after visiting, or being in close contact with someone who visited, a single pub.



### Potential for loss of previous violence prevention gains:

- In New South Wales, **Australia**, there are some concerns that hard-won violence prevention measures are being lost in the drive to re-open the NTE.



### Illegal parties and raves associated with violence and demand on services:

- In **England and Wales**, illegal parties and raves, where attendees are failing to practice social distancing measures, have resulted in violent behaviour, particularly towards the police, and in some cases leading to hospitalisation.



### Partnership approach to reducing the spread of disease and preventing violence:

- In the Hague municipality, **Netherlands**, a successful partnership between police, bars and restaurants has resulted in the effective management of restrictions, helping to prevent the spread of COVID-19 and violence in the NTE.



### COVID-19 training and opportunity to pilot new processes:

- In **Wales**, reports have indicated that businesses have benefited from re-opening on a Monday due to having time to train staff on new COVID-19 restrictions and trial any new procedures and processes prior to peak trading days and times.

## Impacts of COVID-19 on nightlife violence and policing

As a result of COVID-19, significant changes are necessary in order to safely re-open the NTE whilst avoiding further transmission of the virus. These changes may have repercussions for violent, anti-social and criminal behaviour. Therefore, an extensive framework<sup>2</sup> has been created to address the current COVID-19 restrictions and the implications they may have for violence in the NTE. Some key examples from the framework include:

**Social distancing** may lead to queues and crowding outside venues, which can be associated with violence.

**Restrictions on premise capacity** may lead to people hosting illegal parties or raves at alternative locations.

**Restrictions on service** such as table service may lead to groups buying in rounds, which can increase intoxication.

**Hygiene and face coverings** may lead to conflict between people who do/do not follow the guidance.

**Reduced transport** may lead to people walking home unsafely or drink/drug driving; putting themselves and others at risk.

**Contact tracing requirements** may lead to frustration if individuals are not willing to provide contact details.

<sup>2</sup> The framework follows the varying stages of a night out and at each stage covers: the implications of several COVID-19 restrictions for the NTE; the potential impacts that these implications have on nightlife violence; and evidence-based suggestions to prevent and mitigate the impacts on violence (see Appendix 1).

## Considerations

As the NTE resumes following the easing of COVID-19 restrictions in Wales, there is the potential for clustered outbreaks of COVID-19 and a rise in anti-social, violent, and criminal behaviour. For the NTE re-opening, a focus on multi-agency collaborative working, effective training for staff and consistent messaging on staying safe is favourable to prevent violence, minimise the spread of COVID-19, and the associated impact on emergency services. Going forward, these measures remain pertinent for providing a safe, happy and healthy nightlife experience.

A number of considerations (see Box 1) are proposed from the findings and framework (see Appendix 1) for the planning and re-opening of nightlife in Wales. These considerations are intended for a variety of organisations including health, criminal justice, the NTE industry and third sector organisations and have been developed to ensure that any future recommendations are fit for purpose and appropriate to help contain current and any resurgent COVID-19 and prevent violence. Furthermore, any changes in process or practice should be evidence-based and appropriately evaluated in a multi-agency forum.

### Box 1: Considerations for re-opening nightlife whilst containing COVID-19 and preventing violence

1. **Partnership working** - Consider a multi-agency approach whereby night-time businesses, criminal justice, health and local authorities work collaboratively to manage the re-opening of nightlife including monitoring multi-agency data to identify trends in violence.
2. **COVID-19 revised training** - Consider implementing a revised training programme for staff which takes account of face coverings, social distancing, queue handling, outside drinking, contact tracing, de-escalation techniques and other COVID-19 and violence prevention measures to ensure that their understanding, knowledge and approach is consistent. In addition, consider regular communication channels to ensure any changes to government regulations are known and passed to staff. New risk assessments covering changes to processes and practices in line with COVID-19 restrictions may also help to mitigate transmission and prevent violence.
3. **Queue and crowd management** - Consider having a high visibility of official figures patrolling the streets with flow management measures outside to disperse large crowds and help manage queues.
4. **Consistent messaging on restrictions, behaviour and staying safe** - Consider providing clear, consistent and timely messaging to the public on COVID-19 restrictions and behavioural expectations on entry and inside premises. Include information on what the repercussions are if they are not followed, particularly in areas where hearing may be harder, visibility poorer and people may be intoxicated. In addition, include safety messaging for the public regarding alcohol consumption, violence prevention and drink/drug driving.
5. **Hygiene and hand washing** - Consider providing easy access to hand sanitiser and washing facilities on entry into and inside premises.
6. **Pinch points (takeaway food and off licence venues)** - Consider ensuring the safe management of takeaway food and off licence venues including management of social distancing and crowds inside and outside premises.
7. **Safe transport** - Consider providing messaging to the public on carrying a face covering and money for travel home, whilst ensuring there are adequate night services, taxi marshals, and good street lighting for people walking home.
8. **Track, Trace and Protect** - Consider maintaining records and contact details of staff, customers and visitors to share with the NHS Wales Test, Trace, Protect service when requested.
9. **Illegal parties/raves** - Continue to gather intelligence on planned illegal parties/raves to prevent their occurrence.



## 1. Introduction

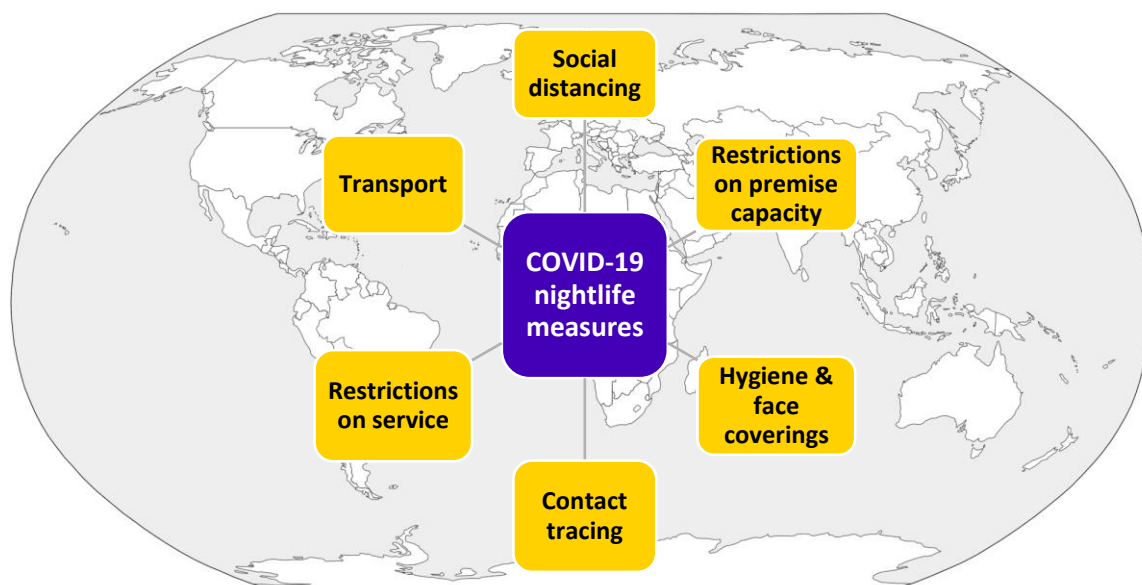
At a time of national and international emergency, the COVID-19 (coronavirus) pandemic has resulted in closures and restrictions on nightlife environments around the world including Wales (see Box 2).

### Box 2: Closures in Wales

**On 20th March 2020, Welsh Government ordered the closure of pubs, clubs, restaurants and other businesses in Wales to prevent the spread of COVID-19.**

After months of control measures, many countries are now in the process of re-opening their nightlife economies. As these restrictions are gradually lifted, we face the challenge of how to safely re-open the night-time economy (NTE) whilst minimising risks of COVID-19 transmission, protecting night-time industries and ensuring the 'new normal' of nightlife does not exacerbate other public health problems, particularly violence.

The NTE provides important social and economic benefits [1], yet can also carry a host of public health problems including intoxication, drug use, high-risk sexual behaviour, violence and crime [2–4]. Added to this is now the risk of COVID-19 transmission. Thriving nightlife environments are typically characterised by crowding, noise, intoxication and close social interaction; conditions that facilitate the transmission of infectious diseases such as COVID-19. The measures necessary to reduce the risk of transmission (detailed in the infographic below) will fundamentally change how nightlife environments can operate. In turn, these changes may have repercussions for risks of violence and other public health and criminal justice problems in NTEs. During the COVID-19 nightlife restrictions, there were reported reductions in drug and alcohol-related accident and emergency (A&E) admissions and associated violent injuries [5–7]. However, other reports suggested a rise in home drinking and domestic-violence [7,8]. It is therefore, important to identify the potential impacts on violence that COVID-19 related changes to nightlife may elicit, so that mechanisms to minimise and prevent such impacts can be proposed.



## 2. Aim

This rapid applied public health research aims to assess evidence and emerging practice to inform the re-opening of nightlife in Wales (Summer-Autumn 2020) following COVID-19 restriction measures to help contain current and any resurgent COVID-19 and prevent violence. In addition, it adds to the global evidence base on infectious disease control and violence prevention/safety in the NTE.

### 3. Methods

A rapid evidence review was conducted from 1<sup>st</sup> - 31<sup>st</sup> July 2020 including published literature, news articles, policy documents and interviews with key stakeholders in Wales, elsewhere in the UK and internationally (see Table 1).

This report includes a review of COVID-19 restrictions at an international level (see Table 2, Section 4.1), examples of experiences from other countries in re-opening nightlife including identified issues and successes (see Section 4.2), examples of how measures to reduce risks of COVID-19 may impact risks of violence (see Section 4.3), and key considerations for health, police, the NTE industry and third sector organisations when re-opening nightlife in Wales (Box 5, Section 5).

In addition, an extensive framework (Appendix 1) has been created to address the current COVID-19 restrictions and the implications they may have for violence in the NTE. The framework follows the varying stages of a night out, from the home environment before entering the NTE, to exiting the NTE on the journey back home and after parties. At each stage of the night out: the implications of several COVID-19 restrictions for the NTE are described the potential impacts that these implications have on nightlife violence are then explained; and following this, evidence-based suggestions to prevent and mitigate the impacts on violence are proposed.

**Table 1:** Stakeholders involved in the research interviews

Country	Type of stakeholder	Organisation
Australia	Research	Deakin University
England	Third sector	Manchester action on street health
Netherlands	Research	Trimbos Instituut
Netherlands	Criminal justice	The Hague Police
UK wide	Night-time economy industry	Night Time Economy Solutions
UK wide	Night-time economy industry	Best Bar None
Wales	Criminal justice	North Wales Police
Wales	Criminal justice	South Wales Police
Wales	Industry	Business Improvement District in Cardiff
Wales	Local authority	Swansea Council
Wales	Night-time economy industry	Creative Hospitality Group
Wales	Third sector	Welsh Women's Aid

## 4. Findings

### 4.1. International COVID-19 restrictions on nightlife

**Table 2:** provides examples of when and how nightlife has been re-opened in different countries and some of the key regulations that have been implemented by authorities, using data gathered from grey literature and government websites [9–20].

Country	Date	Type of establishment and closure status	Measures implemented
Australia (New South Wales only)	23 <sup>rd</sup> March	Nightlife closed	
	1 <sup>st</sup> June	Pubs, casinos, cafes and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (4-square-metres per person)</li> <li>• Capacity limits <ul style="list-style-type: none"> <li>○ Up to 50 patrons in seated food and drink areas</li> <li>○ Indoor and outdoor gatherings of up to 20 people allowed</li> </ul> </li> <li>• Patrons to remain seated</li> <li>• Record keeping of patrons</li> </ul>
	1 <sup>st</sup> July	Pubs, casinos, cafes and restaurants (with updated measures)	<ul style="list-style-type: none"> <li>• Capacity limit determined by size of venue and social distancing measures</li> </ul>
	August	Nightclubs plan to re-open*	<ul style="list-style-type: none"> <li>• Social distancing required (4-square metre per person)</li> </ul>
Germany [10]	13 <sup>th</sup> March	Nightlife closed	
	15 <sup>th</sup> May	Beer gardens can operate with a food licence	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> <li>• No dancing</li> <li>• Record keeping of patrons</li> <li>• Premises required to close by 10pm</li> </ul>
	2 <sup>nd</sup> June	Bars, pubs and shisha bars allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> <li>• Patrons to remain seated</li> <li>• No limitations on opening hours</li> </ul>
	1 <sup>st</sup> August	Private and public indoor events*	<ul style="list-style-type: none"> <li>• Indoor gatherings of up to 500 people allowed</li> </ul>

Iceland [14,15]	24 <sup>th</sup> March	Nightlife closed	
	25 <sup>th</sup> May	Bars and nightclubs allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (2 metres)</li> <li>• Premises required to close by 11pm</li> </ul>
Italy	11 <sup>th</sup> March	Nightlife closed	
	18 <sup>th</sup> May	Bars and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>• Tables must be spaced 2 metres apart</li> <li>• Patrons to wear face coverings when not seated</li> </ul>
	15 <sup>th</sup> June	Live music events allowed to resume	<ul style="list-style-type: none"> <li>• Social distancing required (1 metre)</li> <li>• Capacity limits <ul style="list-style-type: none"> <li>○ Up to 200 people allowed in indoor venues</li> <li>○ Up to 1000 people allowed in outdoor venues</li> </ul> </li> <li>• Seating must be assigned</li> <li>• Patrons to wear face coverings when not seated</li> </ul>
Netherlands	15 <sup>th</sup> March	Nightlife closed	
	1 <sup>st</sup> June	Bars, restaurants and terraces allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> <li>• Capacity limit of 30 people indoors</li> </ul>
	24 <sup>th</sup> June	Bars, restaurants and terraces  Nightclubs allowed to operate as cafés with tables and chairs only	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> <li>• Capacity limit <ul style="list-style-type: none"> <li>○ Up to 100 people allowed in indoor venues</li> <li>○ Up to 250 people allowed in outdoor venues</li> </ul> </li> <li>• Patrons to remain seated</li> <li>• No dancing</li> </ul>
	1 <sup>st</sup> September	Nightclubs plan to re-open*	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> </ul>
Portugal	12 <sup>th</sup> March	Nightlife closed	

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	June	Venues allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (2 metres)</li> <li>• Capacity limit reduced by 50%</li> <li>• Patrons to wear face coverings</li> </ul>
South Korea [16]		No lockdown	
	9 <sup>th</sup> May	Nightclubs and bars closed due to outbreak	
	1 <sup>st</sup> June	Bars, clubs, karaoke rooms and concert halls allowed to re-open	<ul style="list-style-type: none"> <li>• Record keeping of patrons</li> </ul>
Spain	14 <sup>th</sup> March	Nightlife closed	
	25 <sup>th</sup> May	Indoor and outdoor events allowed to resume	<ul style="list-style-type: none"> <li>• Capacity limit <ul style="list-style-type: none"> <li>○ Up to 50 people allowed in indoor venues</li> <li>○ Up to 400 people allowed in outdoor venues</li> </ul> </li> </ul>
	8 <sup>th</sup> June	Bars and nightclubs allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (1.5 metres)</li> <li>• No dancing</li> </ul>
Sweden [17,18]		No lockdown	
	24 <sup>th</sup> March	Restaurants and bars	<ul style="list-style-type: none"> <li>• Social distancing required (no explicit rule, just a recommendation to 'keep distance')</li> <li>• Tables must be spaced 1-2 metres apart</li> <li>• Table service only</li> </ul>
	29 <sup>th</sup> March	Public events	<ul style="list-style-type: none"> <li>• Ban on public events of 50+ people</li> </ul>
Switzerland [21]	17 <sup>th</sup> March	Nightlife closed	
	11 <sup>th</sup> May	Bars and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>• Social distancing required (2 metres)</li> <li>• Patrons to remain seated</li> <li>• Table service only</li> <li>• Record keeping of patrons</li> </ul>
	30 <sup>th</sup> May	Unplanned gatherings allowed	<ul style="list-style-type: none"> <li>• Capacity limit of 30 people</li> </ul>

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	6 <sup>th</sup> June	Public gatherings allowed	<ul style="list-style-type: none"> <li>Capacity limit of 300 people</li> </ul>
United Kingdom – England [11,22]	20 <sup>th</sup> March	Nightlife closed	
	4 <sup>th</sup> July	Pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (1 metre plus)</li> <li>Capacity limit determined by size of venue and social distancing measures</li> <li>Table service only</li> <li>Record keeping of patrons</li> </ul>
United Kingdom – Northern Ireland [23]	15 <sup>th</sup> March	Nightlife closed	
	3 <sup>rd</sup> July	Pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (2 metres)</li> <li>Capacity limit determined by size of venue and social distancing measures</li> <li>Table service only</li> <li>Record keeping of patrons</li> </ul>
United Kingdom – Scotland [24,25]	20 <sup>th</sup> March	Nightlife closed	
	6 <sup>th</sup> July	Outdoor spaces of pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (2 metres)</li> <li>Record keeping of patrons</li> </ul>
	15 <sup>th</sup> July	Indoor spaces of pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (1 metre plus)</li> <li>Record keeping of patrons</li> </ul>
United Kingdom – Wales [12]	20 <sup>th</sup> March	Nightlife closed	
	13 <sup>th</sup> July	Outdoor spaces of pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (2 metres)</li> <li>Record keeping of patrons</li> </ul>
	3 <sup>rd</sup> August	Indoor spaces of pubs and restaurants allowed to re-open	<ul style="list-style-type: none"> <li>Social distancing required (2 metres)</li> <li>Record keeping of patrons</li> </ul>

\*These planned changes to restrictions have not yet taken place and may be subject to change.

## 4.2. International experiences of COVID-19, violence and managing the re-opening of nightlife

Many countries are in the early stages of re-opening nightlife environments following COVID-19 restrictions and evidence on the implications and management of this for the risks of violence and COVID-19 transmission is currently very limited. However, much can be learnt from the experiences reported by the media and key stakeholders. The following case studies raise some pertinent issues and successes for consideration in Wales.

### Australia

#### What measures are in place?

From 15<sup>th</sup> May, pubs, restaurants and other hospitality venues began to open in some Australian states [26].

In New South Wales (NSW) from 1<sup>st</sup> June, pubs, clubs, casinos and restaurants were allowed to open for up to 50 seated customers [27]. In accordance, businesses are required to develop a COVID-19 Safety Plan to address:

- The wellbeing of staff and customers;
- Physical distancing: capacity must not exceed 1 customer per 4 square metres, tables must be set out 1.5 metres apart;
- Hygiene and cleaning;
- Record keeping: to support contact tracing, names and email addresses or mobile numbers of staff, customers and contractors must be kept for 28 days [27].

From 21<sup>st</sup> June, pubs, restaurants, bars, clubs, strip clubs and nightclubs in Victoria were allowed to operate with seated service only. A capacity limit of 20 patrons was allowed per space, with a maximum group size of 10 people [28].

From 26<sup>th</sup> June, all events in Western Australia were permitted except for large scale, multi-stage festivals. Unseated performances at concert halls, pubs and nightclubs were allowed. The maximum number of patrons permitted was dependent on the size of the venue and a two square metre physical distancing restriction applied [29,30].

In August, nightclubs in NSW may be allowed to re-open [26].

#### Identified issues

In NSW, Australia, 30 individuals tested positive for COVID-19 after visiting, or being in close contact with someone who visited, a single pub. Patrons of the pub were advised to self-isolate for 2 weeks and to get a COVID-19 test [31,32]. In response, the NSW Government introduced a reduction in the number of patrons on a group booking from 20 to 10, and capped venues at 300 patrons [31,33,34]. All venues are required to take contact details and register a COVID-19 Safety Plan [27]. Venues containing an excess of 250 customers are required to have a marshal onsite to enforce safety guidelines [31,33].

In NSW, Australia, there are some concerns that hard-won violence prevention measures are being lost in the drive to re-open the NTE [35]. In Newcastle, NSW, restrictions were placed on licensing hours to prevent violence in the NTE resulting in substantial and sustained reductions in violence. [36,37]. There are reports that police have been urging politicians not to open nightlife due to the additional stresses on frontline officers; not just dealing with violence, but now the issue of COVID-19

whereby the police have been required to shut down a number of large gatherings, inside and outside pubs [36,38]. In NSW, two fines were issued in seven days to venues breaching the public health order [39]. A casino in Sydney was fined AU\$5,000 after a group of people were seen standing and mingling while drinking there on a Saturday night and a pub in Sydney's eastern suburbs was fined AU\$5,500 after a crowd of 250 people had queued in close quarters outside.

**Key take home message: Given the increased risk of COVID-19 transmission whilst re-opening nightlife, it is important for businesses to remain flexible towards changes to restrictions and for authorities to consider issuing fines for businesses that do not comply. NTE establishments may also want to ensure that they have effective queue and crowd management outside venues and an appropriate method of recording staff, customer and visitor details to support contact tracing if necessary.**

## The Netherlands

### What measures are in place?

From 1<sup>st</sup> June, restaurants, bars and terraces re-opened and all businesses were required to abide by the following rules:

- Customers must reserve seating;
- Staff and customers must remain 1.5 metres apart;
- Health checks must be performed at the door;
- Protective screens can be introduced to protect customers [40].

From 1<sup>st</sup> July coffee shops, casinos, festivals, concerts and other events were allowed to re-open, and sex workers were allowed to resume work. Any businesses that did not abide by the rules risked having their venue capped by 100 customers if indoor, and 250 if outdoor. Loud singing, shouting and chanting were not allowed [41].

Public transport, including trains, trams and buses could operate at full capacity. Passengers were advised to avoid peak travel times and to use face coverings. Shared travel, such as taxis, were allowed with no restriction on number, so long as passengers made reservations, wore masks and had a pre-travel health check talk [42].

From the 1<sup>st</sup> of September nightclubs, discos, bar dancings and coffee shops can re-open, permitting that 1.5 metre social distancing measures are observed [41,42]. However, protests have been occurring for nightlife to be opened up ahead of this date [43].

### Identified issues

Illegal parties have been reported in woods and other outdoor spaces in the Netherlands as a result of the current restrictions on nightlife. However, there have also been reports of clubs that are required to operate as cafés, with seated customers only, holding parties and using code words to stop people from dancing if authorities attend [43].

Following the easing of restrictions, there have also been reports of 'corona coughers', where individuals are coughing and spitting in police officers faces, claiming that they are infected with COVID-19 [43].



## Successes

Following policy set out by national government and rules and consequences in the form of an emergency ordinance by local authorities in the Netherlands, it has been the role of the police to execute the emergency ordinance within their local areas (see Box 3) [44].

### Box 3: Good practice on multi-agency working



In the Hague municipality, Netherlands, a successful partnership between police, bars and restaurants has resulted in the effective management of restrictions, helping to prevent the spread of COVID-19 and violence in the NTE [43]. Businesses have been implementing the restrictions with close consultation from the police and in instances where issues have arisen, such as individuals or groups threatening to disturb order, have been able to contact the police for a quick response [44]. A team of four police officers have been allocated full-time to working with businesses, whose role has involved making appointments, supervising and, finally, enforcing [44]. This partnership approach in the Hague has led to potentially volatile situations being de-escalated and the smooth running of trade, including a limited number of large fines ( $n = 3$ ) being given to premises for their mismanagement of restrictions compared to other areas in the Netherlands such as Amsterdam receiving many fines ( $n = 130$ ) [43].

Artists and musicians have taken a creative approach by incorporating social distancing references into their artwork and songs [43]. This alternative outreach has the potential to reach hard to reach groups and may also appeal to individuals that refuse to follow authoritative instruction and in turn educate a wider audience on the restrictions.

**Key take home message: Multi-agency working, including strong relationships between criminal justice, businesses and security, is key to the successful management of nightlife following COVID-19 to prevent violence and minimise COVID-19 transmission.**

## South Korea

### What measures are in place?

From the 1<sup>st</sup> June, bars, clubs, karaoke rooms and concert halls re-opened in South Korea. Customers were required to use smartphone QR codes or write down personal contact details when entering venues [16].

On 12<sup>th</sup> June an update reported that South Korea was required to maintain its intensive prevention and sanitation guidelines until new daily cases drop into the single digits; new daily cases remain around 50 due to clusters in and around Seoul [45].

### Identified issues

In Seoul, shortly after the re-opening of nightclubs, there was a clustered outbreak of coronavirus linked to a 29 year old man who had visited multiple nightclubs [46]. These nightclubs accounted for more than 160 cases with subsequent community transmissions. Despite venues being required to collect patrons' contact details, public health authorities found information for tracking was insufficient and sometimes false, making contact tracing very difficult [46]. Young people moved around a lot and had multiple contacts over the course of a night out. As a result of the outbreak, nightclubs and bars were ordered to shut down indefinitely.

**Key take home message: The collection of accurate, and potentially multiple, contact details of all patrons from a form of identification is important to support with contact tracing. In addition, effective public health systems with adequate crisis management are crucial to establishing the balance between tight restrictions and restarting economic and social activities.**

## England

### What measures are in place?

From 20<sup>th</sup> March, all nightlife was closed across the UK (England, Northern Ireland, Scotland and Wales). English authorities decided to re-open pubs and restaurants from Saturday 4<sup>th</sup> July.

HM Government produced a 'keeping safe' framework which outlines several measures aimed at restaurants, pubs, bars and takeaway venues on keeping customers and visitors safe [47]. In order to minimise transmission risk and protect the health of visitors, businesses are advised to [47]:

- Keep a temporary record of all visitors for 21 days and assist NHS Test and Trace with requests for data if needed.
- Consider the cumulative impact of businesses re-opening. Work with LAs and neighbouring businesses to assess risks and apply additional mitigations, for example staggering entry times to avoid build-up of people in surrounding areas.
- Reconfigure indoor and outdoor seating so seating areas are 2 metres apart, or 1 metre with additional mitigations such as 1 metre zone signage, table service only, improved ventilation and measures to reduce noise to avoid raised voices.
- Provide clear guidance regarding social distancing and hygiene to people on arrival by using visual aids, and before arrival by using phones, emails or websites.
- In toilet areas, use signs to encourage good handwashing technique, use social distance markers where queues normally form, keep facilities well ventilated, increase the frequency of cleaning and provide more waste facilities.
- Consider the security implications of any changes made and put mitigations in place for any new security risks.

### Identified issues

During lockdown, and whilst lockdown measures are easing, there have been numerous illegal parties and raves where attendees are failing to practice social distancing measures [48–50]. Whilst the spreading of coronavirus at illegal raves is a major health concern, such parties have resulted in violent behaviour, particularly towards the police, and in some cases leading to hospitalisation [48]. In the north-west of England there have been reports of violent attacks during these illegal raves including assaults with a knife, rape and a fatal shooting [51]. In Greater Manchester, a number of illegal raves have also been linked to organised crime, specifically the gangs that control the drug supply to the north-west of England [51]. Whilst the current restrictions continue, with clubs and larger events unable to operate legally, it is expected that illegal parties and raves will remain an issue and thus cause an increased demand on health and criminal justice services. Additionally, there are concerns that rivalries and vendettas between organised crime groups and gangs, built up during the COVID-19 restrictions, will erupt on the streets as the restrictions are eased, leading to increased violence [52].

On 5<sup>th</sup> July, when pubs, bars and restaurants re-opened in England, most places experienced relatively few issues. However, there were media reports of disorder, alcohol-related anti-social behaviour and assault in various regions [53]. Police dealt with fights and made arrests and some police officers were assaulted [53–55]. There were also reports of 'corona coughers' towards emergency and essential workers [56]. Most businesses had enforced adequate safety measures inside venues, although some streets outside of venues were packed and it was difficult for people to adhere to social distancing rules [53,55]. Despite this, the majority of people appear to have acted responsibly and West Midlands Ambulance Service reported an average night shift; not what they were expecting [54]. Following

'Super Saturday', the re-opening of pubs and bars in England, several pubs have had to shut as visitors have tested positive for COVID-19 [57].

There is a perception that city and town centre violence is reducing due to a variety of factors, including lower footfall (estimated at 45%) and social distancing restrictions [58]. However, out of town areas have been recovering to around 60% of footfall in pubs and restaurants and consequently experiencing more demand, which has been harder for police to predict [58]. This has led to, in some cases, uncontrollable crowds in rural venues and subsequent premises closures [53,54].

It is also perceived that reports of violence including sexual violence and the carrying of weapons at illegal parties and raves is increasing. These issues pose a high risk to attendees at such events as there is a lack of management and responsible adults present. Consequently, police forces have reported an increase in alcohol and drug related incidents, with A&E admissions also increasing [58].

Additionally, incidents of violent, racist attacks towards people of Chinese ethnicity and Asian descent have been reported, at least one of which occurred in a pub [59,60]. It is feared that British Asians are being increasingly blamed for the spread of COVID-19 [61]. If the rise in racist hate crime that has been seen during the COVID-19 pandemic is transferred to NTE settings this is an area of significant concern.

### Successes

Towns and cities in England and Wales have worked with NTE specialists in preparation for the re-opening of nightlife following COVID-19 to gain an understanding of the new legislation and what challenges they may face [58]. Completion of a risk assessment has been a vital stage for many businesses during this preparation to help manage COVID-19 and the associated problems appropriately [58].

A number of steps have been taken to prevent issues occurring in the city centre of Liverpool including safety messaging urging the public to check with restaurants and bars before visiting, table service in operation, no live entertainment, dancing in groups or loud music, and spot checks by the council to ensure that businesses are complying to health and safety restrictions (see Box 4) [62]. Following the re-opening of nightlife in Liverpool city centre on 5<sup>th</sup> July, there have been limited issues reported.



#### Box 4: Good practice on safety measures

In Liverpool, Merseyside, £445,000 has been allocated from the 'Reopening High Streets Safely Fund' for use on creating a European style city centre with outdoor dining and drinking to meet with social distancing requirements and additional measures such as signage, street markings and marketing campaigns [63]. As a result, 'Liverpool Without Walls', a joint project between Liverpool City Council and Liverpool BID Company, is supporting independent bars and restaurants to open and trade as street café's, with licencing fees being waived and a grant of up to £4,000 available for the purchasing of furniture for outdoor trading [64].

In addition, as part of the safety fund investment, pop-up cycle routes have been planned to promote the use of bicycles as a safe way to travel [63]. Liverpool City Council were also the first authority in England to approve a locally-made protective screen for taxis and private hire vehicles to help prevent the spread of coronavirus [62].

Experiences in different locations across England have suggested that a soft hand approach as opposed to an enforced approach from police and authorities results in lower levels of conflict and violence [58]. Other potential issues have required action such as 48 hour dispersal orders issued by Merseyside police to prevent disorder from the mass gatherings of football fans celebrating Liverpool football club's premier league win [65].

In Manchester, following previous illegal raves, a dedicated operation has been set up by Greater Manchester Police to monitor any planned future events, often organised through social media. This operation successfully managed to prevent an illegal rave from occurring on 25<sup>th</sup> July by contacting the rental equipment companies and seizing sound equipment [66].

**Key take home message:** Whilst it is important to enforce social distancing measures inside venues, it is equally important to consider managing social distancing measures outside venues in order to prevent large groups of people from congregating together, which is associated with violence. In addition, illegal parties and raves are expected to continue during COVID-19 restrictions, therefore, a preventative approach may be favourable to stop events from occurring and use of a soft approach thereafter to minimise conflict between authorities and attendees at events that have already commenced.

## Wales

### What measures are in place?

In accordance with the wider UK, nightlife closed in Wales on 20<sup>th</sup> March.

From the 13<sup>th</sup> July, outdoor spaces of pubs and restaurants were allowed to re-open.

From the 3<sup>rd</sup> August, pubs and restaurants could fully re-open their indoor space, providing they followed Welsh Government guidance, which outlines:

- Businesses must undergo a COVID-19 risk assessment that is regularly reviewed to ensure minimal risk of transmission;
- Contact tracing - contact details should be taken in order to support Wales' 'Test, track and protect' scheme;
- Social distancing of 2 metres should be adhered to at all times. To encourage social distancing, establishments should review the building layout, introduce one-way systems to reduce crowding and use clear signs and messaging reminding staff and customers of the regulations;
- If social distancing of 2 metres cannot be achieved then additional measures should be put in place, such as the use of face coverings, minimising duration of exposure and introducing physical barriers/screens;
- Businesses should increase the frequency of hygiene measures, particularly for high footfall areas [12].

### Identified issues

Similar to other areas of the UK, Wales has seen a rise in the number of illegal raves [48,50,51,67,68]. For example, hundreds of young adults attended a beach party in South Wales, which resulted in confrontation between attendants and residents due to the clear breach of COVID-19 regulations, with residents describing the scene as 'chaotic' and 'violent' [67,69]. Police, the ambulance service and the Royal National Lifeboat Institution were called to the scene [67].

An additional issue associated with the recent surge in illegal parties is the greater opportunity for serious organised crime within the NTE, with emerging trends in police data [70] suggesting:

- Disruption activity and COVID-19 restrictions have prompted a shift in the intelligence picture and has the potential to heighten tensions among drug users and dealers with possible turf war emergence;
- There are further risks as travel restrictions lift regarding drug dealing territory being disputed and leading to violence. There is a possibility this could involve local organised crime groups and County Lines gangs. There is also the potential risk that street drug dealers could be subjected to higher levels of violence should tensions and disputes emerge. Illegal parties etc. may make this harder to manage/police.

### Successes

There were limited reports of issues identified in towns and cities in Wales following the re-opening of outdoor only premises on the 13<sup>th</sup> July. Some premises felt that it would not be financially viable to operate under the new restrictions and therefore decided to remain closed [71–73]. This resulted in lower numbers of venues trading and thus lower levels of footfall and the possible queues and crowds.

NTE experts have supported the timing of re-opening restrictions (often commencing on a Monday) in Wales due to the benefits this provides businesses in terms of allowing them to train staff on new COVID-19 restrictions, and trial any new procedures and processes prior to peak trading days and times [73].

In Cardiff, it has been reported that current demands for taxi marshals are low. However, as restrictions continue to ease, the demand for taxi marshals is likely to increase, particularly during weekends and during events [68].

**Key take home message: There continues to be concerns over the increase in illegal parties and raves as restrictions are eased (similar to those in England). An additional factor is the link to organised crime groups. Therefore, a focus on tackling such events to minimise crime may be beneficial. Additionally, in towns and cities, use of taxi marshals helps to manage large crowds waiting for transport and in turn can reduce frustration, conflict and violent behaviour.**

## 4.3. Impacts of COVID-19 on nightlife violence

As a result of COVID-19, significant changes are necessary in order to safely re-open the NTE whilst avoiding further transmission of the virus. These changes may have repercussions for violent, anti-social and criminal behaviour. It is important to identify the potential impacts on violence that changes to nightlife may elicit, so that mechanisms to minimise and prevent such impacts can be proposed.

The main findings are presented below. For the full framework, see Appendix 1.

### Social distancing

#### Positive impact

- Measures put in place inside nightlife establishments to encourage social distancing reduce the potential for crowding inside venues. This is likely to have a positive impact on violence, as crowding can be associated with violence [74].

- Additionally, reduced crowding may lead to a reduction in opportunistic sexual harassment and other forms of violence<sup>3</sup>, whereby individuals take advantage of crowded areas to touch another person [3,74,75]. In a nightlife context, sexual harassment and assault is also associated with unwitting intoxication with illegal substances [76], which may be less likely to occur with a reduction in crowding and close contact with others.
- With more physical distance, nightlife workers may be less subjected to sexual harassment from nightlife patrons [77].
- Reduced crowding inside venues may also make it easier for staff to determine whether customers are intoxicated and therefore should be refused service [78].

### Negative impact

- Strict social distancing measures that reduce capacity limits inside venues may result in queues and crowding outside venues and in surrounding areas [72]. This may increase risks of violence due to an increase in the likelihood of accidental or deliberate contact with strangers [74,75,79].
- Younger age groups have been found to have a more relaxed attitude towards social distancing [80], which facilitates transmission of COVID-19 and causes conflict between those disregarding the rules and those adhering to the rules [81].
- Individuals may be more inclined to disregard COVID-19 measures due to alcohol intoxication. Alcohol also contributes to violence by limiting drinkers' perceived options during a conflict, heightening their emotionality, increasing their willingness to take risks and reducing their fear of sanctions [78,82,83].
- Social distancing measures may also be used by perpetrators of domestic abuse to isolate and control victims, with victims experiencing less opportunities to seek help, report incidents and be in contact with other services [84]. As restrictions ease and perpetrators combine this control with alcohol use in the NTE, it could worsen the impact of domestic abuse for victims [84].
- There may be fewer people in the NTE to recognise potentially harmful situations such as intimate partner violence or sexual assault and therefore, less opportunity for bystander intervention – the ability for others to ACT (Assist, Call for help, Tell someone) [85,86].

## Restrictions on premise capacity

### Positive impact

- Restrictions on premise capacity may have a positive impact on violence by reducing crowding inside venues (*see social distancing – positive impact*).

### Negative impact

- Capacity restrictions in nightlife establishments may encourage people to spend more time partying and consuming alcohol at home before entering the NTE, which is associated with greater drunkenness throughout the night [87]. Individuals who pre-load are more likely to be involved in a fight [87]. Parties in residential settings may also cause conflict between residences.
- Some nightlife users may search for alternative locations to host and experience illegal parties or raves, such as parks, beaches and vacant buildings, where they do not have to adhere to capacity restrictions. These unmanaged, illegal events are difficult to control and are often associated with violence, sexual assault and drug dealing [68,88,89]. At these events, there is no access to support for victims of assault. Additionally, individuals who experience an assault

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<sup>3</sup> Social distancing in the NTE may decrease the risk of sexual violence, however, it could also increase the ability of perpetrators known to the victim to exert control. Sexual violence was reported to have intensified throughout lockdown therefore, the impact of social distancing in the NTE on sexual violence is unclear [104].



may be less likely to report the incident if it took place at an illegal event [90]. There have been reports of violence towards police officers who have been dispersing illegal gatherings [68,89].

- Increased home drinking may expose children and vulnerable people to drugs and alcohol [91], potentially leading to abuse, maltreatment, and domestic violence in unmanaged settings.
- Individuals may be required to wait longer than normal when entering a venue due to capacity restrictions. This may cause frustration, which could result in aggression or violence [92].

## Restrictions on service

### Positive impact

- Having tables for all patrons inside venues may reduce consumption rates as drinkers can put their drinks down.
- Staff to patron ratio inside premises will improve, allowing staff to effectively monitor excessive drinking and aggression levels [78].

### Negative impact

- Table service only may encourage groups to buy in rounds, which is associated with greater intoxication due to increased consumption of alcohol. Patrons may also buy more alcohol than usual at once because they are unsure when their server will be able to come back. Patrons becoming more intoxicated increases the risk of violence associated with alcohol [76].
- Frustration due to slower service in the NTE may result in racist abuse, as many people who work in convenience stores or service stations, taxi firms, takeaways and fast food outlets are from minority ethnic backgrounds. These staff members sometimes experience racially motivated verbal and physical abuse from customers [93]. Since COVID-19, racist abuse and discrimination against people of Asian descent has increased [94] and may continue to occur in NTE settings.

## Hygiene and face coverings

### Negative impact

- If some individuals choose to disregard hygiene guidance or not to wear a face covering, conflict may arise between nightlife patrons, particularly if alcohol is involved.
- Wearing a face covering means that individuals are not easily recognisable; this may lead to social disinhibition, whereby people feel they can take more risks and engage in anti-social behaviours without being identified. Similarly, face masks may hamper the identification of violent offenders. Disguised offenders are more likely to cause serious physical harm and attack more people [95].
- Wearing a face covering means that people's mouths cannot be seen. Therefore, it may be difficult to understand people, especially considering the high noise levels of a nightlife environment. A reduced ability to hear and understand individuals may result in miscommunication or frustration, consequently leading to aggression [92].
- Live music acts are not permitted to perform and music volume may be reduced inside venues to prevent loud singing and potential COVID-19 transmission. A lack of entertainment, as a result, may induce feelings of boredom, which can lead to hostility and increased alcohol consumption [96,97]. These factors may lead to increased aggression and violence [76].
- Most transport companies (taxis, buses, trams and trains) in the UK are refusing service to people without face coverings. Frustration or conflict may therefore occur between drivers and passengers if face coverings are not worn. In addition, individuals may have to walk home alone if they are refused service for not wearing a face covering, and could be at increased risk of harm [58].

## Transport

### Negative impact

- Public transport services and taxi marshal schemes, which are essential for the dispersal of large groups of people from the streets [78], have been largely reduced as a result of COVID-19. As a result, conflict and violence may occur between nightlife patrons who are competing for limited transport services [98]. Violent situations are more likely to escalate without adequate management of such congregations [75].
- Limited provision of public transport also increases the likelihood of individuals engaging in traffic risk behaviours such as driving under the influence of drugs or alcohol or accepting a lift from a drunk driver [99]. This behaviour is likely to increase with more competition for transport whilst provisions are limited as a result of COVID-19.
- Public transport may not be available in areas where illegal parties are held, resulting in people walking home. Individuals may also walk home if public transport provision is insufficient. People walking home alone and under the influence of alcohol could be at increased risk of harm.

## Health checks and contract tracing

### Positive impact

- Individuals may be less inclined to engage in violent behaviour if their contact details have been recorded.

### Negative impact

- Having to provide personal details and information may cause some individuals to become frustrated. If an individual does not choose to comply and is refused service as a result, this frustration may escalate, leading to aggression or violence [92].
- Illegal and unmanaged parties may not consider the need for contact tracing and therefore may not take contact details. Consequently, there will be no record of attendees at such events to support contact tracing.



## 5. Considerations for re-opening nightlife following COVID-19

As the NTE resumes following the easing of COVID-19 restrictions in Wales, there is the potential for clustered outbreaks of COVID-19 and a rise in anti-social, violent, and criminal behaviour. For the NTE re-opening, a focus on multi-agency collaborative working, effective training for staff and consistent messaging on staying safe is favourable to prevent violence, minimise the spread of COVID-19, and the associated impact on emergency services. Going forward, these measures remain pertinent for providing a safe, happy and healthy nightlife experience.

A number of considerations are proposed from the findings for the planning and re-opening of nightlife in Wales to ensure that any future recommendations are fit for purpose and appropriate to help contain COVID-19 and prevent violence (see Box 5). These considerations are informed by an extensive framework (see Appendix 1) and are intended for a variety of organisations including health, criminal justice, the NTE industry and third sector organisations. Furthermore, any changes in process or practice should be evidence-based and appropriately evaluated in a multi-agency forum.

### Box 5: Considerations for re-opening nightlife whilst containing COVID-19 and preventing violence

1. **Partnership working** - Consider a multi-agency approach whereby night-time businesses, criminal justice, health and local authorities work collaboratively to manage the re-opening of nightlife including monitoring multi-agency data to identify trends in violence.

Multi-agency working to prevent violence and manage nightlife environments is already well-established in Wales and enhancing this approach will be fundamental in safely re-opening the NTE. Collaboration between multiple agencies will allow the most effective procedures to be put in place in order to prevent violence, and for quick intervention should clustered outbreaks of COVID-19 occur [78,100].

2. **COVID-19 revised training** - Consider implementing a revised training programme for staff which takes account of face coverings, social distancing, queue handling, outside drinking, contact tracing, de-escalation techniques and other COVID-19 and violence prevention measures to ensure that their understanding, knowledge and approach is consistent. In addition, consider regular communication channels to ensure any changes to government regulations are known and passed to staff. New risk assessments covering changes to processes and practices in line with COVID-19 restrictions may also help to mitigate transmission and prevent violence.

It is thought that COVID-19 training is a vital part of preparing the NTE for re-opening due to the number of changes to processes and practices [58]. Regularly updating and revisiting this training will help to ensure staff are knowledgeable in potential changes to government regulations of easing of lockdown or the re-tightening of restrictions in response to local outbreaks. Additionally, continuing to train, and re-train, industry staff in areas of conflict resolution and responsible beverage service can help to prevent violent incidents from occurring [78,100]. Training staff to utilise strong and clear verbal skills and other gestures to de-escalate situations may be an effective approach to prevent violence and risk of infection, particularly as staff may be wearing face coverings making it harder to hear and understand [100]. Communication between multiple local establishments about anti-social behaviour or violent incidents as they occur can also prevent violence from escalating by allowing nearby door staff to contain incidents, deny entry to the patrons in question and alert the police if necessary [78].

- 3. Queue and crowd management** - Consider having a high visibility of official figures patrolling the streets with flow management measures outside to disperse large crowds and help manage queues.

International experience suggests that problems of anti-social behaviour and violence have been more apparent in the streets around nightlife areas than within licensed premises themselves [72,74,75,78,79]. Restricted venue capacity may lead to crowding and queueing in the streets, increasing the risks of confrontation. Therefore, a focus on the most appropriate avenues for dispersing crowds and managing queues may be beneficial.

- 4. Consistent messaging on restrictions, behaviour and staying safe** - Consider providing clear, consistent and timely messaging to the public on COVID-19 restrictions and behavioural expectations on entry and inside premises. Include information on what the repercussions are if they are not followed, particularly in areas where hearing may be harder, visibility poorer and people may be intoxicated. In addition, include safety messaging for the public regarding alcohol consumption, violence prevention and drink/drug driving.

Clear, consistent and timely messaging about restrictions and staying safe has been identified as a key factor in preparing the public for visiting the revised NTE and for minimising violence [12,58,71]. Prompts may include: alcohol cleaner sprayed on hands of patrons during entry into premises, clear messaging on walls visible in ambient lighting, and social distancing signage in toilets/urinals. Collaborative working will allow messaging to remain consistent across agencies. Messaging could be provided through multiple platforms to gain mass viewings, including signage, social media, online advertisements and alternative avenues (e.g. art and music).

- 5. Hygiene and hand washing** - Consider providing easy access to hand sanitiser and washing facilities on entry into and inside premises.

Accessible 'hygiene stations' may lead to reduced anxiety and less frustration, conflict and/or violence between people waiting in long queues [92], in addition to minimising COVID-19 transmission.

- 6. Pinch points (takeaway food and off licence venues)** - Consider ensuring the safe management of takeaway food and off licence venues including management of social distancing and crowds inside and outside premises.

Certain measures may reduce crowding and associated violence, including security staff, clear signage and flow management to encourage social distancing rules and behavioural expectations inside and outside takeaway food and off licence venues [75].

- 7. Safe transport** - Consider providing messaging to the public on carrying a face covering and money for travel home, whilst ensuring there are adequate night services, taxi marshals, and good street lighting for people walking home.

Taxi marshals have proven to be highly effective in towns and cities (including in Wales) in reducing illegal 'pick ups', controlling taxi queues, improving the safety of vulnerable persons and dealing with confrontational situations [101].

- 8. Track, Trace and Protect** - Consider maintaining records and contact details of staff, customers and visitors to share with the NHS Wales Test, Trace, Protect service when requested.

Supporting contact tracing by keeping a record of all people on site, preferably from a form of identification, will not only help to identify people who may have been exposed to the virus and are asymptomatic (i.e. are not yet displaying symptoms) [102] but may help to reduce violence in managed nightlife establishments. Patrons may be less likely to engage in violent or criminal behaviour if nightlife establishments have access to their contact details, making them identifiable. However, some countries have been experiencing issues whereby customers provide incorrect or incomplete information [46].

**9. Illegal parties/raves** - Continue to gather intelligence on planned illegal parties/raves to prevent their occurrence.

While nightlife violence in Welsh towns and cities is currently low due to a number of factors associated with the lifting of restrictions [71], there have been reports of weapon carrying, organised crime and sexual violence at illegal parties and raves [51,52,58,68]. Illegal parties and raves present a large risk for COVID-19 transmission, especially as contact details are not likely to be taken, leaving no record of attendees to support contact tracing. Therefore, a focus on tackling such events to minimise the related issues may be beneficial. Monitoring of social media [72] and appealing to local communities may help police officers to gain intelligence on locations of upcoming raves, allowing pro-active, preventative measures to be taken. However, a heavy focus on illegal parties may result in more police being deployed to rural events, resulting in a reduced presence in towns and cities.

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## Appendix 1 – Nightlife, COVID-19 and violence framework

The following framework follows the various stages of a night out including: the home environment before entering the NTE (Appendix table 1); the journey out (Appendix table 2); entry to premises (Appendix table 3); inside premises (Appendix table 4); external settings of premises (Appendix table 5); NTE streets (Appendix table 6); pinch points (Appendix table 7); after parties and illegal events (Appendix table 8); and the journey back home (Appendix table 9). At each stage of the night out: the implications of COVID-19 restrictions for the NTE are described; the potential impacts of these implications on nightlife violence are explained; and evidence-based suggestions to prevent and mitigate the impacts on violence are proposed.

The COVID-19 restrictions<sup>4</sup> considered are:



Social distancing.



Restrictions on premise capacity / number of people allowed to gather at one time.



Restrictions on service e.g. table service, lower music levels, use of outdoor drinking areas.



Hygiene and face covering guidelines and regulations.



Transport restrictions.



Requirements of health checks and contact tracing.

At all points of the journey:



**There may be actual or perceived breaches of these COVID-19 restrictions and guidelines.** Disregard for rules and guidance may lead to anxiety, conflict and/or violence between people in private or public settings, between party-goers and neighbours, or between customers and staff. Social division can be created by non-compliance to social distancing [86]. Individuals may be more likely to disregard COVID-19 measures when they are intoxicated. Intoxication may also contribute to violent behaviour [82,83] by limiting drinkers' perceived options during a conflict, heightening their emotionality, increasing their willingness to take risks and reducing their fear of sanctions [78].

<sup>4</sup> Icons by Freepik and Pixel Perfect at [www.flaticon.com](http://www.flaticon.com)




## Key suggested actions

		PH = Public Health	LA = Local Authority	CJ = Criminal Justice	I = Industry	T = Transport	TS = Third Sector	Sectors involved					
		PH	LA	CJ	I	T	TS	PH	LA	CJ	I	T	TS
<b>Work collaboratively</b>													
1	Consider a multi-agency approach whereby night-time businesses, criminal justice, health and local authorities work collaboratively to manage the re-opening of nightlife including monitoring multi-agency data to identify trends in violence.	✓	✓	✓	✓	✓	✓						
<b>Provide public messaging using multiple platforms: visible signage, social media, advertising</b>													
2	Provide messages about COVID-19 restrictions and behavioural expectations in nightlife and on transport, including: a) Social distancing. b) Basic hygiene practices and face coverings, including where customers may need to remove coverings. c) Complying with contact tracing/health checks, making it clear that contact details will only be used for contact tracing.	✓	✓			✓	✓						
3	Provide messages about personal safety, including: a) Safe alcohol use, such as drinking water/soft drinks in between alcoholic drinks to prevent dehydration and intoxication [118]. b) The dangers of private unregulated parties in terms of violence. c) The risks of drink/drug driving. d) The risk of violence when sharing lifts with strangers or walking home. e) The need to plan for an entire night out, including reservations and plans for transport home.	✓	✓	✓		✓	✓						
4	Raise awareness of hate crime and racial abuse and provide public advice on reporting incidents.	✓		✓									✓
5	Provide information on transport availability, service times, service use regulations and any reservation requirements. Use signs to explain reduced services to customers.						✓						
6	Make it clear to customers whether or not a reservation is necessary for nightlife venues, e.g. via social media or venue websites.					✓							
7	Continue promoting violence prevention campaigns e.g. Bystander campaigns [85,86].	✓	✓	✓									✓
<b>Gather intelligence and enforce regulations</b>													
8	Gather intelligence and monitor social media to identify and respond to large illegal parties [72].			✓									
9	Patrol streets in nightlife and in areas where illegal parties are being held.			✓									
10	Monitor locations of violent events through police, ambulance and emergency departments, as well as levels of sexual assault as nightlife is re-opened to help understand the impact of social distancing on sexual violence.	✓		✓									
11	Communicate between establishments about anti-social behaviour or violent incidents as they occur.					✓							
12	Enforce existing laws on prohibiting sales of alcohol to intoxicated people or letting others buy alcohol for those who are intoxicated.			✓	✓								
13	Promote the Safe & the City app, which uses GPS, crowdsourced data and police risk data to reduce victimisation [121].	✓	✓	✓	✓	✓	✓						
14	Use drink/drug driving enforcement in and around nightlife areas.			✓									
15	Ensure that businesses are adhering to COVID-19 regulations, training and risk assessment [58].			✓									

		PH = Public Health	LA = Local Authority	CJ = Criminal Justice	I = Industry	T = Transport	TS = Third Sector	Sectors involved					
		PH	LA	CJ	I	T	TS	PH	LA	CJ	I	T	TS
<b>Use environmental measures</b>													
16	Implement flow management in/outside premises e.g. floor tape at 2m intervals, arrow/footprint stickers for one-way systems.					✓	✓						
17	Use signage in and outside venues/transport stations reminding customers of security cameras, to discourage anti-social behaviour.					✓	✓						
18	Consider utilising 'hygiene stations' on entry to off-licensed premises, nightclubs, bars and transport that provide customers with hand sanitiser and prompts them to follow hygiene guidance.					✓	✓						
19	Provide venues with additional outside space where they can safely operate whilst adhering to social distancing guidelines [73]. There must be clear operating practices in place to prevent violence and crime and ensure community safety [71].		✓										
20	Provide extra measures outside venues, especially where multiple nightlife venues are closely located, e.g. more outdoor security staff, clear signage, use of other areas (e.g. car parks), to prevent crowds.		✓			✓							
21	Consider using glass-alternative cups, particularly for outdoor use, in order to prevent glass being used as a weapon [72].					✓							
22	Consider designating socially distanced areas for smokers and non-smokers [112].					✓							
23	Ensure toilet areas enable social distancing regulations to be adhered to.					✓							
24	Enhance lighting in alleys/car parks to improve natural surveillance [78] and deter violence.		✓										
25	Restrict glass getting on to streets by confiscating alcohol being consumed on the streets and clearing away bottles and glass.		✓	✓									
26	Separate taxi ranks and bus stops to reduce the size of groups congregating on the streets [78].		✓										
27	Close car parks at night near areas where illegal events could be held, e.g. at beaches, to restrict access.		✓										
<b>Revise staff roles, training and communication</b>													
28	Provide revised staff training (and re-training) in light of COVID-19 that takes into account: face coverings, social distancing and other COVID-19 measures [100]; conflict resolution (no contact); and de-escalation techniques to prevent aggressive behaviour. Train staff to utilise strong and clear verbal skills and other gestures to help with communication whilst wearing face coverings.					✓	✓						
29	Ensure changes to government regulations are routinely communicated to staff.					✓	✓						
30	Consider appointing security staff to manage social distancing and disperse crowds on entry to off-licensed premises/nightclubs.					✓							
31	Ensure adequate staffing to cover new COVID-19 processes and procedures.					✓							
32	Consider using taxi marshals to control crowding, ensure that taxis are licensed and ensure the identities of the drivers are known.		✓				✓						
<b>Consider additional procedures, services and regulations in nightlife</b>													
33	Create a protocol for dispersing crowds that form outside premises and transport points.		✓	✓		✓	✓						
34	Consider providing allocated time slots for customers to reduce the number of people entering and exiting venues and queuing on the streets; potentially on a reservation only basis.					✓							
35	Consider stopping alcoholic drinks promotions, e.g. happy hours, as they encourage drinking and are related to violence [109].					✓							
36	Consider asking customers for identification when taking contact details to support contact tracing / reduce likelihood of violence.					✓	✓						
37	Consider providing free or low cost disposable face coverings for customers who may not have one.					✓	✓						
38	Provide adequate public transport after closing hours to clear crowds, and reduce competition for transport and drink driving [78].						✓						

### Appendix table 1: Stage 1 - Home

For many individuals, a night out begins at home. Here, pre-nightlife alcohol consumption may be undertaken to accelerate drunkenness before entering the NTE. Many individuals also undertake this behaviour for financial reasons; off-licenced alcohol prices are generally cheaper than those in nightlife establishments [87]. With COVID-19 restrictions in nightlife venues, individuals may be encouraged to stay home for parties or have longer pre-parties before visiting nightlife areas. From July 2020, restrictions enforced by Welsh Government prohibited individuals from gathering indoors with members from other households or extended household. At the time of writing, members from two separate households could meet outdoors, as long as social distancing was maintained [105].





	Implications	Impacts on violence	Key actions
	Restrictions on social gatherings within households may lead people to seek other spaces to meet.	<ul style="list-style-type: none"> <li>Pre-parties in public areas (beaches, fields, vacant buildings) can have limited social control and have been linked to assaults, sexual violence and drug dealing (with associated violence) [68,69,88,89].</li> <li>Violence towards the police may also occur as they try to disperse illegal gatherings [68,89].</li> </ul>	3, 7, 8, 9, 10.
	COVID-19 restrictions in nightlife venues may encourage individuals to stay at home for parties or have longer pre-parties before visiting venues.	<ul style="list-style-type: none"> <li>Drinking prior to attending nightlife is associated with greater drunkenness throughout the night [87]. Individuals who pre-load are more likely to be involved in a fight [87].</li> <li>More home drinking may expose children and vulnerable people to alcohol and drugs, potentially leading to abuse and maltreatment in unmanaged settings.</li> <li>Pre-parties may result in conflict between neighbours and party-goers.</li> </ul>	3, 7, 10.
	COVID-19 restrictions in nightlife will require people to pre-plan for a night out e.g. making reservations, carrying face coverings, planning transport.	<ul style="list-style-type: none"> <li>No pre-planning may end in refused entry to nightlife venues or difficulties finding transport to and from nightlife areas, leading to frustration. Frustration often leads to aggression [92].</li> </ul>	2, 3, 5, 6.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in private settings.</li> </ul>	2.

#### Key examples:

- In Utrecht, the Netherlands, students living in student apartments have been getting into trouble for breaking rules on household restrictions as a result of confusion surrounding household restriction guidance on multiple adults living in the same household [43].

**Appendix table 2: Stage 2 - Journey out (including travelling on public or private transport and visiting off-licensed premises to purchase alcohol)**

The most common method for entering the NTE is via private vehicle. Use of buses and trains into the NTE is also common [99]. As a result of COVID-19, some bus operators in Wales are running a reduced service and essential travel only is advised when using trains [106].






	Implications	Impacts on violence	Key actions
	Social distancing measures inside off-licensed premises/transport points may increase crowding outside these locations.	<ul style="list-style-type: none"> <li>• Queuing and crowding in public spaces may contribute to violence through frustration and an increase in the likelihood of accidental or deliberate contact with strangers [72,74,75,79].</li> </ul>	2, 12, 16, 17, 28, 30, 33.
	Service in off-licensed premises or on transport may be slower due to COVID-19 restrictions.	<ul style="list-style-type: none"> <li>• Individuals waiting for services may become frustrated, leading to conflict/violence between service users [92] or towards staff. Congregations of people competing for limited transport facilities is associated with violence [98].</li> <li>• Racial abuse towards staff from ethnic minorities may increase. Since COVID-19, racist abuse against people of Asian descent has increased [94].</li> </ul>	2, 4, 5, 17, 28, 30.
	Customers' use of face coverings in off-licensed premises may impede age verification.	<ul style="list-style-type: none"> <li>• Face coverings may impede age verification and refusal of service to intoxicated people, contributing to increased alcohol access and risks of violence.</li> <li>• Conflict may arise if staff ask customers to remove face coverings for identification purposes.</li> </ul>	2, 28.
	Face coverings may make people less recognisable.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	17, 28, 36.
	Compulsory use of face coverings on transport may cause frustration.	<ul style="list-style-type: none"> <li>• Frustration or conflict may occur between drivers and passengers if face coverings are not worn. Frustration often leads to aggression [92].</li> </ul>	2, 37.
	Pre-entry health checks/provision of personal details may be required to use transport.	<ul style="list-style-type: none"> <li>• Having to comply with pre-entry health checks/contact tracing requirements may cause some individuals to become frustrated. Conflict may arise if an individual refuses to comply. Frustration often leads to aggression [92].</li> </ul>	2, 3.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 18, 28, 29.

**Key examples:**

- In the Netherlands, floor markings are used outside to create one-way systems to ease foot traffic flow, which helps reduce crowding [43].

### Appendix table 3: Stage 3 – Entry to premises

In many cases, patrons must queue for entry into nightlife establishments. This often involves door supervisors checking identification before entry.





	Implications	Impacts on violence	Key actions
	Social distancing measures may lead to queues and crowding outside venues, particularly where venues are closely located.	<ul style="list-style-type: none"> <li>• Queuing and crowding in public spaces outside of venues can result in violence [72,74,75,79], due to an increase in the likelihood of accidental or deliberate contact with strangers [75].</li> <li>• People may become frustrated due to long wait times. This frustration could result in aggression or violent behaviour [92].</li> </ul>	2, 11, 16, 17, 28, 30, 33, 34.
	Customers may be refused entry if they have not made a reservation or if the venue is full.	<ul style="list-style-type: none"> <li>• Refused entry may lead to aggression and violence, particularly if patrons are under the influence of alcohol or drugs [107].</li> </ul>	6, 11.
	Face coverings may make people less recognisable.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	17, 28, 36.
	Face coverings may hamper communication and identification.	<ul style="list-style-type: none"> <li>• A reduced ability to hear/understand individuals may result in miscommunications or frustration, increasing the potential for anger or violence towards other patrons or staff.</li> <li>• Conflict may arise if staff ask customers to remove their face coverings for identification purposes.</li> </ul>	2, 17, 28, 36, 37,
	There may be requirements for patrons to provide personal details or have health checks on entry.	<ul style="list-style-type: none"> <li>• Having to provide personal details/comply with health checks may cause some individuals to become frustrated or uncomfortable. Conflict may arise if an individual refuses to comply and is refused service. Frustration often leads to aggression [92].</li> </ul>	2.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 18, 28, 29.

#### Key examples:

- The Liverpool CitySafe scheme uses a 'Pub watch' scheme that provides a network for local licensees to work together and with the police to share information, support responsible practice and ban persistent troublemakers from venues. It provides door supervisors with head-mounted cameras in order to deter crime [97]. As nightlife re-opens, this scheme may require revisions in line with COVID-19 measures such as use of face coverings that may hide an individual's identity.
- South Wales Police and licencing partners as well as the industry and local authorities are trying to encourage people queuing to keep distance wherever possible. This prevents the spread of the virus but also avoids the potential for conflict [72].
- In the Netherlands, bars began by enforcing contact tracing but over time, establishments have become less thorough in their approach [43].
- South Korea has developed a comprehensive contact tracing system. However, faults have been identified, such as individuals providing false information [46].

#### Appendix table 4: Stage 4 – Inside premises

Inside nightlife venues, patrons dance, drink alcohol, listen to music and socialise. However, due to COVID-19, there are restrictions regarding dancing and music performances. Nightlife establishments are also a common place for young people to meet potential sexual partners [108].

	Implications	Impacts on violence	Key actions
	Social distancing measures and restricted capacity may reduce crowding inside venues.	<ul style="list-style-type: none"> <li>• Less crowding reduces the potential for violence (as crowding facilitates violence [74]) and makes it easier to identify intoxication/refuse service [78].</li> <li>• Less crowding/no dancing reduces the opportunity for sexual harassment/assault and drink spiking [73] [111].</li> </ul>	2, 16, 28.
	Social distancing may lead to long queues for toilets.	<ul style="list-style-type: none"> <li>• Individuals waiting for toilets may become frustrated, leading to conflict/violence between patrons [92].</li> </ul>	2, 23.
	Table service only may increase OR decrease service time and may affect consumption rates.	<ul style="list-style-type: none"> <li>• People may become frustrated if service is slow, leading to conflict/violence between service users [92], but if service is fast and efficient, it may reduce aggression/violence.</li> <li>• Table service may lead groups to buy in rounds or more in one go. This is associated with greater intoxication, which could increase risks of violence [76].</li> <li>• Having tables may reduce consumption rates as people can put drinks down.</li> <li>• Competition for bar access is eliminated, reducing the risk of disorderly behaviour [97].</li> </ul>	3, 28, 31.
	Restricted music levels may increase the ability to communicate.	<ul style="list-style-type: none"> <li>• Being able to hear others may prevent frustration/aggression due to miscommunication.</li> <li>• Loud music can increase alcohol consumption [97] and cause discomfort and aggression [78]; reducing the volume may prevent violence.</li> </ul>	2, 28.
	Face coverings may mean that individuals are less easily recognised.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	17, 28.
	Face coverings may hamper communication and identification.	<ul style="list-style-type: none"> <li>• A reduced ability to hear and understand individuals may result in miscommunications or frustration, increasing the potential for anger or violence towards other nightlife patrons or nightlife staff.</li> </ul>	2, 28.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings. Conflict may occur between staff and patrons if guidelines are not being followed (e.g. properly wiping down tables after use).</li> </ul>	2, 11, 12, 15, 28, 29, 35.




**Key examples:**

- In England, establishments are advised to have sufficient staff to ensure customers are adhering to the COVID-19 restrictions [124].
- Welsh Government has advised businesses to use simple, clear messaging to communicate COVID-19 guidance, with considerations for those whose first language may not be English [12].
- The Hague, Netherlands, have utilised a collaborative approach between police and industry to ensure that nightlife establishments and the public are adhering to restrictions [43], which may help to prevent violence and COVID-19 transmission.
- In some areas of the UK, police specials are being used to ensure that businesses are following COVID-19 restrictions, training and risk assessment. Some students have also been trained to carry out this role [58].
- Existing training packages aim to make nightlife safer, such as the safer bars project (provides training for security staff, bar staff and managers to prevent and manage potentially violent incidents [97]) and the Liverpool CitySafe scheme (offers conflict resolution training for staff and uses safer drinking messaging/safety campaigns to remind people of the implications of intoxication [97]). These packages may need to be revised in line with COVID-19 measures.



#### Appendix table 5: Stage 5 – Premises (external settings)

External premises in nightlife establishments often consist of outside seating, beer gardens and smoking areas, which in most instances do not have shelter from the weather. As a result of COVID-19 and capacity restrictions, more outside spaces will need to be utilised to be economically efficient. However, many towns and businesses do not have the space or resources to make this change.




	Implications	Impacts on violence	Key actions
	Social distancing rules may result in restricted access to smoking areas.	<ul style="list-style-type: none"> <li>People may become frustrated due to long wait times. This frustration could result in aggression or violent behaviour [92] and conflict between customers/staff if people breach smoking regulations.</li> </ul>	2, 22, 28.
	Greater use of outside drinking areas may encourage more glasses to be brought outside.	<ul style="list-style-type: none"> <li>Glasses taken out onto the streets may be used as weapons and could lead to broken glass, which could cause harm (accidental or intentional) [113].</li> </ul>	21.
	Greater use of outside drinking areas may result in crowding in these areas.	<ul style="list-style-type: none"> <li>Crowding in outside drinking areas may contribute to violence [72,74,75,79], due to an increase in the likelihood of accidental or deliberate contact with strangers [75].</li> </ul>	2, 16, 17, 19, 20, 28.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 11, 28, 29.

#### Key examples:

- The Liverpool Without Walls project is supporting businesses by providing them with additional outside space in order to safely operate whilst adhering to the COVID-19 restrictions [64].
- The UK Government have introduced a new guideline whereby establishments must designate outside smoking and non-smoking areas, which must be spaced two meters apart [112], thus reducing crowding and the associated violence.
- In South Wales, Police and licencing colleagues within the local authority are working closely with the NTE industry to ensure every opportunity is taken to keep the public safe. This includes consideration of the use of glass vessel alternatives (particularly outside), use of defined spaces outside of licensed premises, CCTV and suitably qualified and trained security staff [72].

#### Appendix table 6: Stage 6 – Night-time environment (streets)

Outside of nightlife establishments, particularly on busy weekends, individuals will crowd on the streets as a result of premises being at full capacity or due to long entry queues. Due to the implementation of COVID-19 restrictions inside premises, more people may spend time on the streets during the night and drinking alcohol bought from off-licensed premises.

	Implications	Impacts on violence	Key actions
	Social distancing restrictions may reduce the presence of third sector resources in nightlife areas e.g. street pastors.	Street pastors, who work closely with the police, often help to diffuse situations and support people that are vulnerable. Many street pastors are not currently operating due to COVID-19 concerns, therefore in some areas there will be fewer personnel on the streets to intervene in violent incidents [73].	1, 3, 10, 20.
	Restricted capacity inside venues may result in more crowding on the streets in surrounding areas.	<ul style="list-style-type: none"> <li>• People waiting on the streets may become frustrated they cannot get into a venue. Frustration may manifest in aggression or violent behaviour [92].</li> <li>• Queuing and crowding in public spaces outside of venues often results in violence [72,74,75,79], due to an increase in the likelihood of accidental or deliberate contact with strangers [75].</li> <li>• If police are called to disperse crowds, there may be acts of violence or aggression towards police officers.</li> </ul>	1, 2, 3, 7, 9, 10, 17, 20, 33.
	Restricted capacity inside venues may result in people bringing or buying alcohol/drugs to consume on the streets if they cannot access licensed premises.	<ul style="list-style-type: none"> <li>• Unsupervised drinking/drug use increases vulnerability, and may lead to greater intoxication and involvement in violence. Drinking on the streets could also result in empty glass bottles on streets being used as weapons and broken glass, which could cause harm (accidental or intentional) [113].</li> </ul>	1, 3, 9, 12, 13, 25.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	1, 2, 3, 10.

**Key examples:**






- In Swansea City Centre there are alcohol control areas where police and designated authorities deal with anti-social behaviour related to alcohol. Police may also confiscate alcohol [71]. Swansea City Council have also identified 'flashpoints', where high visibility personnel are stationed to help detect and deter crime [71]. These strategies may need to be modified in line with COVID-19 restrictions.
- Swansea City Centre have a help point, that provides care to people who require treatment, often as a result of alcohol. The help point was established as a result of partnership work between the police, ambulance service and the university health board [125].
- The Liverpool CitySafe scheme uses a host of measures to ensure that violence is reduced in the NTE. These include: a conflict resolution training programme for bar staff and night-time food establishments to ensure staff are prepared to respond to anti-social behaviour; high profile, targeted policing; CCTV and public help points to help deter and detect crime; a street drinking ban and safer drinking messaging/safety campaigns [97]. As the nightlife re-opens, this scheme may need to be revised in line with COVID-19 measures.

**Related issues:**

- During lockdown, there has been a decrease in the demand for sexual services, therefore, women in sex work have been struggling to earn money [127]. This decrease in demand may increase pressure on sex workers to accept more risk for financial gains. As restrictions ease, the number of people wanting to pay for sexual services is increasing [127], therefore more women may be exploited to meet demand. Additionally, more women may be entering the sex work industry due to losing jobs [90].
- In Wales, there have been reports of increased alcohol consumption, discarded needles, nitrous oxide capsules, and use of Spice/Mamba drugs in public spaces, which may be a result of COVID-19 restrictions on premises [100].
- As the NTE re-opens, there may be a rise in homeless people living on the streets, as Welsh Government have been paying for homeless people to stay in accommodation such as hostels during lockdown. As a result, there may be more aggressive and violent behaviour between and towards those living on the streets, and more opportunist begging may occur [73]. Rough sleepers are more likely to be victims of crime, including violent assault and abuse, compared to the general public [128]. Therefore a pro-active liaison between the police and rough sleepers may be effective in removing rough sleepers from high risk areas [73]. In addition, there should be training for police officers that covers how to respond to homelessness issues.

#### Appendix table 7: Stage 7 – Pinch points (takeaways, taxi ranks)

Prior to going home, individuals often visit fast food establishments followed by taxi ranks and other transport stations, which become congested with large numbers of people, especially when multiple nightlife establishments close at the same time. Due to COVID-19 restrictions, access to food and transport may be reduced.







	Implications	Impacts on violence	Key actions
	Social distancing rules may increase crowding on streets by takeaways and taxi ranks.	<ul style="list-style-type: none"> <li>• Crowding may occur on streets as people wait for takeaways and transport services, especially if multiple establishments close at the same time. This may facilitate violence through competition for services [78] [98]. Violence may also be directed towards staff.</li> </ul>	2, 5, 7, 16, 17, 20, 26, 28, 30, 32, 38
 	Restrictions on hygiene and social distancing may slow the speed of takeaway and taxi services leading to longer waiting times.	<ul style="list-style-type: none"> <li>• People may become frustrated due to long wait times and competition for services. This could result in aggression or violent behaviour [92].</li> <li>• Since food can slow the body's absorption of alcohol, reduced access to food may mean that people remain intoxicated, facilitating violence.</li> <li>• Racial abuse towards staff from ethnic minorities may increase. Since COVID-19, racist abuse against people of Asian descent has increased [94].</li> </ul>	2, 3, 4, 28.
	Wearing a face covering means that individuals are less easily recognised.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	17, 28, 32.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 3, 28, 29.

#### Key examples:

- In Swansea city centre, taxi marshals are used in the NTE to prevent crime and crowding outside of taxi stations [71]. The Liverpool CitySafe scheme also provides security at late night taxi ranks to deter crime [97]. As the nightlife re-opens and more people are expected to go out, taxi marshals may not only help to control crowds, unlicensed taxis and prevent violence but may also help to remind the public to have their face coverings available and to socially distance.
- There have been reports of crowds of intoxicated people outside takeaways in the Netherlands. Staff are frustrated because they are unable to enforce COVID-19 restrictions due to limited policing on the streets. Therefore, night-time food establishments should be considered when creating a multi-agency approach to combatting violence [43].

**Appendix table 8: Stage 8 – After parties/home and illegal events/alternative locations e.g. illegal parties and raves**

Many people hold parties in their homes after a night out. At the time of writing, Welsh Government restrictions prohibit individuals from gathering indoors with anyone outside of their household, or extended household. Members of two households may meet outdoors with social distancing [105]. There may be an increased risk of domestic violence when people return home after consuming alcohol [90]. Illegal parties and raves are unlicensed, unregulated events, held in venues that have been ‘borrowed’ from their owners. These events are often self-policed and do not follow laws. They often take place in outside locations (e.g. beaches, fields, disused buildings, scrap lands), varying from small gatherings to illegal festivals. Thousands of people in the UK attend these types of events every weekend [115].






	Implications	Impacts on violence	Key actions
	Illegal parties may break regulations on the number of people allowed to gather at any one time.	<ul style="list-style-type: none"> <li>• Illegal parties present risks of conflict and/or violence between party goers and local residents.</li> <li>• There may be acts of violence towards police officers responding to local events.</li> <li>• Crowding may facilitate violence due to unintended bumping and shoving [74,75].</li> </ul>	3, 8, 9, 27
	Restrictions in nightlife venues may lead to parties in alternative locations.	<ul style="list-style-type: none"> <li>• Illegal parties in public areas (beaches, fields, vacant buildings) can have limited social control and have been linked to assaults, sexual violence and drug dealing (with associated violence) [68,69,88,89].</li> </ul>	3, 7, 8, 9, 10.
	Limited transport services due to COVID-19 may mean that individuals are unable to find transport home.	<ul style="list-style-type: none"> <li>• Restricted transport may result in drink/drug driving. There is a strong relationship between substance use and traffic risk behaviours [99].</li> <li>• People walking home alone and under the influence of alcohol could be at increased risk of harm.</li> <li>• Individuals struggling to find transport may accept a lift from a stranger [51].</li> </ul>	3, 5, 7.
	Wearing a face covering means that individuals are less easily recognised.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	3.
	People at illegal events may not come forward for contact tracing if required.	<ul style="list-style-type: none"> <li>• No predicted impacts on violence.</li> </ul>	2.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 3.

**Key examples:**

- In Rotterdam, the Netherlands, illegal parties have been taking place in woods and fields. Additionally, nightclubs have been operating illegally. These events are arranged on social media, making them difficult to track [43]. Similar illegal events have been reported in other European countries [129].
- To track the locations of illegal parties in Manchester, LAs have been working closely with Uber to determine where large numbers of people are getting dropped off [58].
- In the UK, there has also been reports of illegal parties taking place in woods, fields and on beaches [68,69,130]. Violent and criminal behaviour, such as sexual assault, drug use and stabbings have been reported at these illegal parties, leading to an increase in A&E admissions [51,58,68,89]. Police officers have also been the target of violence [48]. Confrontation has arisen between party attendees and residents due to the breach of COVID-19 regulations [67,69].

### Appendix table 9: Stage 9 – Journey home

The most common methods for leaving the NTE are private vehicles and taxis. People are less likely to journey home using buses or trains, as services often do not run late enough [99]. Taxi drivers may continue to work during COVID-19, however, some services may be reduced as drivers in vulnerable groups are advised not to work [120].

	Implications	Impacts on violence	Key actions
	Social distancing rules may mean that long queues form in transport points.	<ul style="list-style-type: none"> <li>• Queuing and crowding in public spaces can result in violence [72,74,75,79], due to an increase in the likelihood of accidental or deliberate contact with strangers [75].</li> </ul>	1, 2, 3, 16, 17, 28, 30, 32.
	Compulsory face coverings on public transport/taxis, and pre-transport health checks, may lead to frustration.	<ul style="list-style-type: none"> <li>• Frustration and aggression may occur between drivers and passengers if face coverings are not worn or passengers are asked to comply with health checks.</li> <li>• There is a danger of people picking up used face coverings or stealing them from others if they have forgotten to bring one, which may lead to conflict.</li> </ul>	2, 3, 37.
	Wearing a face covering means that individuals are less easily recognised.	<ul style="list-style-type: none"> <li>• Being less recognisable/identifiable by security cameras may remove some of the factors that discourage people from engaging in violent, anti-social or criminal behaviour [95].</li> </ul>	17, 28, 36.
	Restricted transport services may mean that individuals have to wait longer or search for other means of getting home.	<ul style="list-style-type: none"> <li>• Restricted transport services may result in drink/drug driving. There is a strong relationship between substance use and traffic risk behaviours [99].</li> <li>• Individuals waiting and competing for limited services may become frustrated, leading to conflict/violence between service users and staff [98].</li> <li>• People walking home after drinking alcohol could be at increased risk of harm.</li> <li>• Racial abuse towards staff from ethnic minorities may increase. Since COVID-19, racist abuse against people of Asian descent has increased [94].</li> </ul>	3, 4, 5, 13, 14, 24, 26, 28, 38.
	Pre-entry health checks/provision of personal details may be required to use transport.	<ul style="list-style-type: none"> <li>• Having to comply with pre-entry health checks/contact tracing requirements may cause some individuals to become frustrated. Conflict may arise if an individual refuses to comply. Frustration often leads to aggression [92].</li> </ul>	2, 28.
	There may be actual or perceived breaches of COVID-19 regulations/guidelines.	<ul style="list-style-type: none"> <li>• Disregard for social distancing rules and hygiene guidance may lead to anxiety, conflict and/or violence between people in public settings.</li> </ul>	2, 3, 18, 28, 29.



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