

GLOBAL NIGHTTIME RECOVERY PLAN

CHAPTER 5:

NIGHTTIME GOVERNANCE IN TIMES OF COVID-19

WHAT IS THE GLOBAL NIGHTTIME RECOVERY PLAN?

“THE NIGHTCLUB AND THE BAR ARE AMAZING, SPECIAL THINGS - THEY’RE FUNDAMENTAL TO OUR CULTURE. THEY’RE WHAT DRAW PEOPLE TO CITIES, THEY’RE WHAT MAKE PLACES FEEL VIBRANT.”

– ANDREW TUCK, HOST OF MONOCLE’S THE URBANIST

The **Global Nighttime Recovery Plan** is a collaborative practical guide that aims to provide all members of the nighttime ecosystem the knowledge and tools to aid their cities in planning for safe, intentional, and equitable re-opening.

Opportunities to Reimagine

Nighttime industries are facing unique pressures, but are also led by strategic and creative problem solvers and collaborative, resourceful organisers. By considering both spatial and temporal dimensions of the 24-hour city, these cross-sector leaders can enable cities to rebound from COVID-19 stronger and more resilient than before.

Each chapter includes:

Guidance from re-opening to re-imagination:

1. **RESOLVE: Analysis** of cities’ immediate actions to contain COVID-19.
2. **RESILIENCE and RETURN: Tools and strategies** to shape recovery.
3. **REIMAGINATION and REFORM: Scenario planning** to define next normal.

Not “Best Practice,” but “Practice”: No one has all the answers yet—the plan highlights various workable approaches in an ongoing, collective learning process.

Challenging “the way things were”: Pre-pandemic, nightlife was already vulnerable, and working close to the margin. As we return, how do we re-envision a better “normal”?

Never one-size-fits all: We know what works in one political or cultural context may not work in all. These models are a starting point for cities to modify and re-contextualise in service of more equitable, just, and inclusive nightlife scenes.

Suggestions for measuring progress: Both stories and data—quantitative and qualitative—are essential to capture progress and success in nightlife landscapes.

Harm-reduction mindset: We recognise that people will always want to gather. Rather than denying that impulse, we wish to help people do so safely. This guide should always be used in the context of local public health guidelines.

We hope this resource is of use in your city, and we’d love to hear how you’re putting it to work. Please stay tuned at nighttime.org, and reach out to us with questions, ideas, and interest: hello@vibe-lab.org.

With warm wishes,
The Global Nighttime Recovery Plan team.



THE GLOBAL NIGHTTIME RECOVERY PLAN WILL BE RELEASED CHAPTER-BY-CHAPTER OVER THE COURSE OF 2020 AND 2021. FIND THE LATEST INSTALMENT ON NIGHTTIME.ORG/RECOVERYPLAN.

AUTHORS

CHAPTER LEAD

Nandor Petrovics, Corvinus University of Budapest

CHAPTER CO-LEAD

Andreina Seijas, Night Tank

CONTRIBUTORS

Robert Catherall, University of Toronto, Syncopate Consulting

Jess Reia, McGill University & Conseil de Nuit de MTL 24/24

Will Straw, McGill University

INTERVIEWEES

Gleb Divov, Vilnius, Lithuania

Mathieu Grondin, Montréal, Canada

Kana Ito, Tokyo, Japan

Tak Umezawa, Tokyo, Japan

Salla Vallius, Helsinki, Finland

Michele Acuto, Melbourne, Australia

Shelby Bassett, Melbourne, Australia

GNRP EDITORS AND COORDINATING TEAM

Jess Dymond Barber, VibeLab

Michael Fichman, PennPraxis/University of Pennsylvania

Richard Foster, WORM, Rotterdam

Lutz Leichsenring, VibeLab

Mirik Milan, VibeLab

Diana Raiselis, Alexander von Humboldt Foundation

Alexander Salem, University College London

Andreina Seijas, Night Tank

Jia Yuan, PennPraxis/University of Pennsylvania

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The GNRP is published by VibeLab

With thanks to our partners

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Unterstützt von / Supported by
Alexander von Humboldt
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INTRODUCTION



PHOTO: LENNON CHENG

Over the past 15 years, new actors and institutions have become responsible for managing life at night. These include night mayors, managers, nightlife associations, and a wide variety of nightlife advocates. All these bodies have revealed the challenges and inequalities that are common in the urban night, and helped place this time frame as a priority in urban agendas. The popularity of these groups has encouraged a shift in traditional policy circles. Now, the process through which public and private resources are coordinated involves a wide range of actors in the pursuit of collective interests. As such, governance involves a devolution or delegation of power from state to those non-state actors who are increasingly involved in managing life in cities.

Night scenes and nighttime economies have been severely affected by the restrictive measures such as curfews and lockdowns introduced as a response to the pandemic. Fundamental questions surrounding social activities—like when, where and how we can meet each other—became subject to regulation. In the process, nighttime activities were considered as high-risk, and businesses providing them seen as non-essential. Previous chapters have shown that, while restrictive measures hope to contain the spread of the virus, they have also triggered an unprecedented crisis for the cultural and nightlife sector, creating significant pressure on young institutions such as that of night mayors.

This chapter poses two main questions:

- *How are nighttime governance institutions responding to the Covid-19 crisis?*
- *How can they build local capacity to sustain and recover night-time ecosystems?*

To answer these questions, the chapter presents case studies from five cities—Montreal, Helsinki, Tokyo, Vilnius and Melbourne—that have recently created their own institutions to govern life at night. What these cities have in common is that many of their nighttime institutions were either created right before or in the context of the pandemic, or have been reconfigured to respond to the challenges and difficulties posed by the crisis. These examples show that solidarity and cooperation between stakeholders—both state and non-state as well as academia and civil society organisations—are more vital than ever.

Support from the local and national government is also of key importance. It is still uncertain when and to what extent night scenes will return to normal, and how fast the culture and leisure sectors can recover. However, this crisis has raised awareness of the high demand for leisure and culture and their relevance as agents in the long-term recovery and reactivation of cities.

Other chapters of the GNRP have focused on the conditions in which nighttime activity can occur in the context of the pandemic—outdoors, indoors and throughout the day. This chapter will focus on the broad ecosystem of stakeholders involved in managing the city at night and how they can better collaborate and support each other to recover from the current crisis. Additionally, this chapter also highlights the important role of cities and local governments in enabling this ecosystem and paving the way for less reactive policies.

Despite its many challenges, we believe that the pandemic is an opportunity to develop new, innovative ways of cooperation, and to see how actors on different levels have responded to manage the vast socio-economic impacts of this crisis. The urban night has historically been characterised by restrictive policies and regulations. Nighttime ecosystems were already vulnerable before the pandemic, making this an opportunity not to return to normal, but to “build back better.”

We hope this chapter will inspire other cities to re-animate existing institutions or create new ones to respond to their own unique challenges of nightlife recovery. Here we aim to provide practical insights from the perspective of advocacy organisations and policy-makers that will hopefully encourage other cities to create their own nighttime strategies.

WHAT IS NIGHTTIME GOVERNANCE?

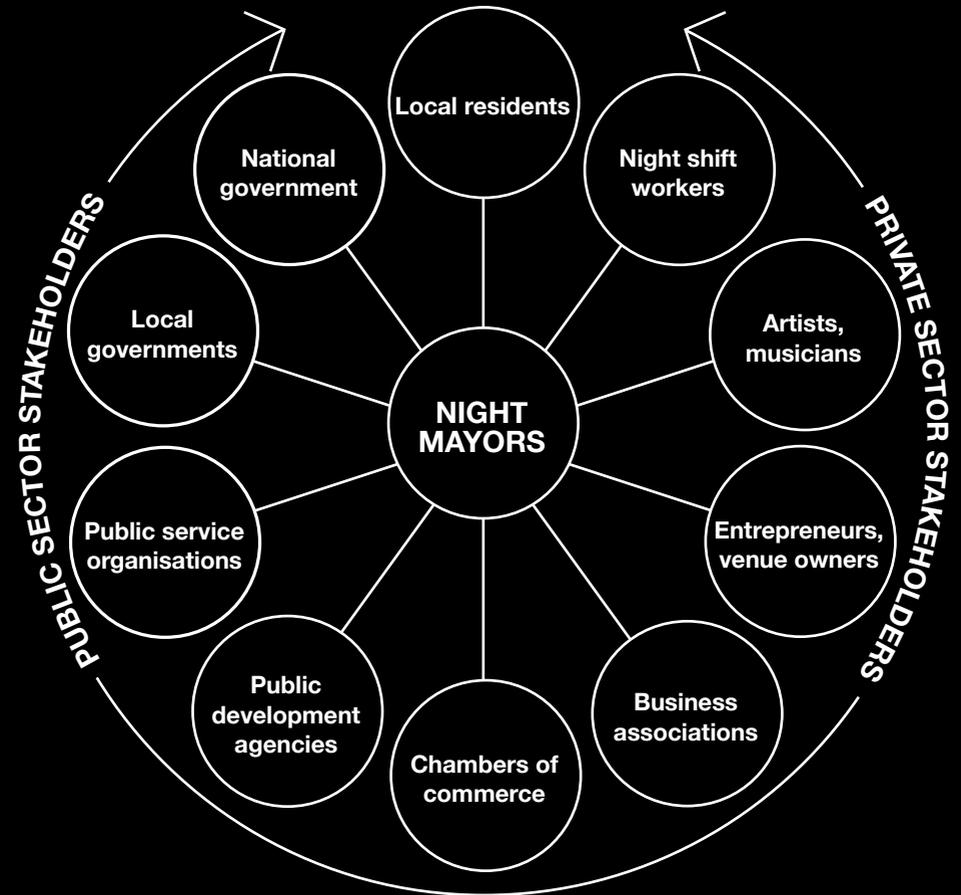
The regulatory environment of a city greatly shapes the urban experience. Noise, violence and conflict can happen anytime throughout the day, but sensitivity to the impacts of urban activity—particularly entertainment and cultural expression—increases significantly after dark. The fundamental difference at night is that most people are sleeping. The question is, how can cities better manage different uses and activities throughout the 24-hour cycle?

While the night has historically been a highly regulated space, the concept of nighttime governance is relatively new. This concept refers to the idea that the night, just like the day, has to be managed in a strategic way in order to accommodate the needs and interests of those who work, study, party, or sleep.

The term “governance” also recognises that more actors have become involved in this process of managing the night. The quintessential guardians of the urban night are the police. The role of the police has evolved significantly over time. Cities and towns of early modern Europe did not employ any general daytime policing until the 19th century, often using night watches instead. Today, most cities have dedicated police teams that monitor the streets at night, or overtime officers who work in conjunction with bouncers and private security guards, and a vast network of surveillance equipment such as ID scanners and CCTV systems.

The police are not alone in governing the night. In 1961, Jane Jacobs coined her famous notion of “eyes on the street” which refers to the crucial importance of a vibrant street life to neighbourhood safety and community. Managing urban spaces—both day and night—involves a broad ecosystem of state and non-state actors and organisations which has been growing over the past three decades.

THE NIGHTTIME GOVERNANCE ECOSYSTEM



WHO MANAGES THE CITY AT NIGHT?



PHOTO: LENNON CHENG
LES PIERROTS DE LA NUIT HELP KEEP PARIS STREETS QUIET AT NIGHT

Managing the city at night involves creating the right platforms for collaboration. The night is experienced differently by different groups: local residents, venue owners, night-shift workers, tourists, artists and, of course, the homeless. Our perceptions are also conditioned by our gender, race, class, origin and other characteristics, making nightlife a complex ecosystem.

The way these actors are organised always depends on the local context as well as on local governance traditions. However, some of the most common nighttime governance institutions are:

Business associations such as hospitality groups, restaurant and bar associations, and chambers of commerce that represent the local nightlife industry and lobby for its interests.

Best practice schemes and accreditations such as the *Purple Flag* scheme in the UK and the *Sello Seguro* programme in Colombia. Both promote responsible drinking and higher professional licensing standards in bars, pubs, clubs and restaurants.

Neighbourhood watches, square hosts and brigades of volunteers created to keep streets safe at night, particularly in areas with a high concentration of licensed venues. Examples include *les pierrots de la nuit*, an association of performers in Paris that since 2014 has been using artistic interventions to mediate and prevent noise disturbances around nightlife activities and residential areas. Similarly, in 2015 Amsterdam introduced its square hosts, a group of red-jacketed volunteers that patrol the *Rembrandtplein* at night, helping patrons who are lost or needing assistance, and preventing alcohol-related violence and other conflicts from escalating.

Negotiated agreements that consist in a concerted set of rules to manage and de-escalate conflict between nightlife businesses and residents. A recent example is the *Jungbusch* agreement from 2018, a document born from a negotiation process started by the mayor of Mannheim, in Germany. This agreement helps govern one of the city's trendiest and most creative neighbourhoods.

Night mayors and specialised nightlife offices that help mediate between local government and the city's nighttime economy. To date, more than 50 cities around the world have introduced these offices or positions, creating a global movement of advocates who promote greater awareness of the positive contributions of the nighttime economy and the challenges of managing life at night.

Governance Institution	Goal: Collaboration between
Business associations	Businesses and local government
Best practice schemes	Business to business
Neighbourhood watches	Businesses and patrons
Negotiated agreements	Businesses and residents
Night mayors	Businesses, residents and local government

SOURCE: SEIJAS, 2020
A TYPOLOGY OF NIGHTTIME GOVERNANCE INSTITUTIONS

NIGHT MAYORS, OFFICES AND COMMISSIONS WORLDWIDE



<u>Albania</u>	<i>Tirana</i>	Night Mayor, City of Tirana
<u>Australia</u>	<i>Sydney</i>	Night-Time Economy Manager, City of Sydney Council
<u>Austria</u>	<i>Vienna</i> <i>Innsbruck</i>	Vienna Club Commission Board Member, Innsbruck Club Commission
<u>Belgium</u>	<i>Brussels</i> <i>Gent</i> <i>Leuven</i>	Co-founder, Brussels By Night Federation Nightlife Coach, Nightlife Council Gent Project Manager, Nachtplan
<u>Canada</u>	<i>Montreal</i> <i>Toronto</i>	Night Ambassador, MTL 24/24 Night Economy Ambassador, City of Toronto
<u>Czechia</u>	<i>Prague</i>	Night Mayor, Prague City Council
<u>Finland</u>	<i>Helsinki</i>	Night Liaison, City of Helsinki Executive Office
<u>France</u>	<i>Toulouse</i> <i>Nantes</i> <i>Paris</i>	Mayor of Toulouse, Night Council of Toulouse Nightlife Project Manager, Conseil de la nuit Deputy Mayor, Conseil de la Nuit
<u>Georgia</u>	<i>Tbilisi</i>	Night-Time Economy Strategy Manager, Tbilisi City Hall
<u>Germany</u>	<i>Berlin</i> <i>Cottbus</i> <i>Hamburg</i> <i>Mannheim</i> <i>Stuttgart</i>	Executive Board Member and Spokesperson, Berlin Clubcommission e.V. Club Kommission Cottbus Executive Director, Clubkombinat Hamburg e.V. Nachtbürgermeister, Cultural Innovation Office Nightlife Coordination Office
<u>Hungary</u>	<i>Budapest</i>	Night Mayor/ Ambassador, Night Embassy of Budapest
<u>Ireland</u>	<i>Dublin</i>	Founder, Give Us The Night
<u>Japan</u>	<i>Tokyo</i>	Nightlife Business Manager, Tel Aviv Municipality
<u>Lithuania</u>	<i>Vilnius</i>	Chair, Vilnius Night Alliance
<u>Mexico</u>	<i>San Luis Potosí</i>	Alcaldía Nocturna A.C.

<u>Netherlands</u>	<i>Amsterdam</i> <i>Eindhoven</i> <i>Groningen</i> <i>Den Haag</i> <i>Nijmegen</i> <i>Rotterdam</i> <i>Zwolle</i>	Nachtburgemeester, Night Mayor Foundation Nachtburgemeester Eindhoven Nachtburgemeester, Nachtraad Groningen Stichting Nachtburgemeester Den Haag Nachtburgemeester Nijmegen Nightlife advocate, N8W8 (NachtWacht) Rotterdam Nachtburgemeester, Stichting Nachtburgemeester Zwolle
<u>Portugal</u>		Director, Circuito Live
<u>Paraguay</u>	<i>Asunción</i>	Asociación de la Movida Nocturna del Centro Histórico de Asunción
<u>Russia</u>	<i>Kazan</i>	Night Mayor of Kazan, Kazan Night City Hall
<u>Spain</u>	<i>Madrid</i> <i>Barcelona</i>	Founder, NIX - Mesa de la Noche Comissió Nocturna de Barcelona (CONO)
<u>Switzerland</u>	<i>Geneva</i> <i>Zurich</i>	Co-Presidents, Grand Conseil de la Nuit Executive Director, Bar and Club Commission Zürich
<u>UK</u>	<i>London</i> <i>Manchester</i> <i>Bristol</i>	Night Czar, Greater London Authority Night-Time Economy Adviser, Greater Manchester Night Time Economy Advisor, Bristol City Council
<u>Ukraine</u>	<i>Lviv</i>	Night Mayor of Kazan, Kazan Night City Hall
<u>USA</u>	<i>Arlington County</i> <i>Austin</i> <i>Dallas</i> <i>Detroit</i> <i>Ft Lauderdale</i> <i>Iowa City</i> <i>Orlando</i> <i>New York</i> <i>New York</i> <i>Philadelphia</i> <i>Pittsburgh</i> <i>Los Angeles</i> <i>San Francisco</i> <i>Seattle</i> <i>Washington D.C</i>	Restaurant and Nightlife Liaison, Arlington Restaurant Initiative Entertainment Services Manager, Music + Entertainment Division, City of Austin 24-Hour Dallas Director, 24-Hour Dallas 24-hour Economy Ambassador, City of Detroit, Mayor's Office, Department of Neighborhoods Night-Time Economy Manager, Office of the City Manager, City of Ft. Lauderdale Night Mayor, Iowa City Downtown District Night-Time Economy Manager, City of Orlando, Downtown Development Board/Community Redevelopment Agency Senior Executive Director, New York City Office of Nightlife, Mayor's Office of Media and Entertainment Founding Partner, NYC Nightlife United Co-Founder, 24HrPHL Nighttime Economy Manager, City of Pittsburgh Co-Founder, Los Angeles Nightlife Alliance Executive Director, Office of Economic and Workforce Development, City and County of San Francisco Nightlife Business Advocate, Office of Film and Music, City of Seattle Director, Mayor's Office of Nightlife and Culture, Washington D.C.

TO ACCESS THE MAP, VISIT [NIGHTTIME.ORG/MAP](https://www.nighttime.org/map)

Note: This map includes organisations that fall under the definition of “nighttime governance” used in this chapter. However, the authors acknowledge the existence of other important nocturnal actors—both formal and informal—that also shape night scenes around the world. This includes Business Improvement Districts (BIDs) as well as other independent advocates and coalitions that exert influence on their cities’ nighttime economy.

WHAT IS A NIGHT MAYOR?

Night mayors are individuals selected by cities to act as a liaison between nightlife establishments, citizens and local governments. The role has been given many names: manager, czar, night-time economy manager, nocturnal delegate, nightlife advocate and night ambassador.

While Berlin was the first city to create an official nighttime advocacy organisation—Clubcommission Berlin—the term “night mayor” has its origins in the Netherlands. In the 1970s, the late Dutch poet Jules Deelder’s prominent role in the cultural life of Rotterdam earned him the nickname of *nachtburgemeester* or “night mayor” of the city. In 2003, Amsterdam introduced the night mayor role and later institutionalized it in 2014 through the creation of Stichting N8BM A'DAM, an independent organization that guides the mayor and city council on how to promote a culturally and socially inclusive nightlife.

Night mayors’ responsibilities can be categorised into three basic types:

- Enhancing nocturnal ‘hardware’, for instance, advocating for greater nighttime transportation services in their cities, or for enhanced lighting and basic services such as public toilets that are open at night.
- Improving nocturnal ‘software’ by updating local regulations that govern nighttime activity, such as licensing laws.
- Mediating and promoting consensus among actors involved in nighttime governance, such as local government and bar associations.

Through these functions, night mayors help build alliances and networks between private and public actors, and have a broader scope than other nighttime advocacy organisations.

While night mayors and nighttime offices vary greatly from city to city, two main types can be identified:

- **Independent advocates and night mayors.** Examples include Amsterdam, Berlin, San Luis Potosi (Mexico) and Barcelona.
- **Night mayors and nightlife offices supported or funded by local governments.** Examples include London, New York, Paris and Prague.

GOVERNING THE NIGHT: 5 CASE STUDIES

There is no one-size-fits-all approach to nighttime governance. The following case studies illustrate how cities around the world have created different types of institutions to manage their life at night. In the context of the Covid-19 pandemic, these roles and organisations have emerged or adapted their mandate, in order to build local capacity to manage the significant losses this crisis has meant for their nighttime economies.

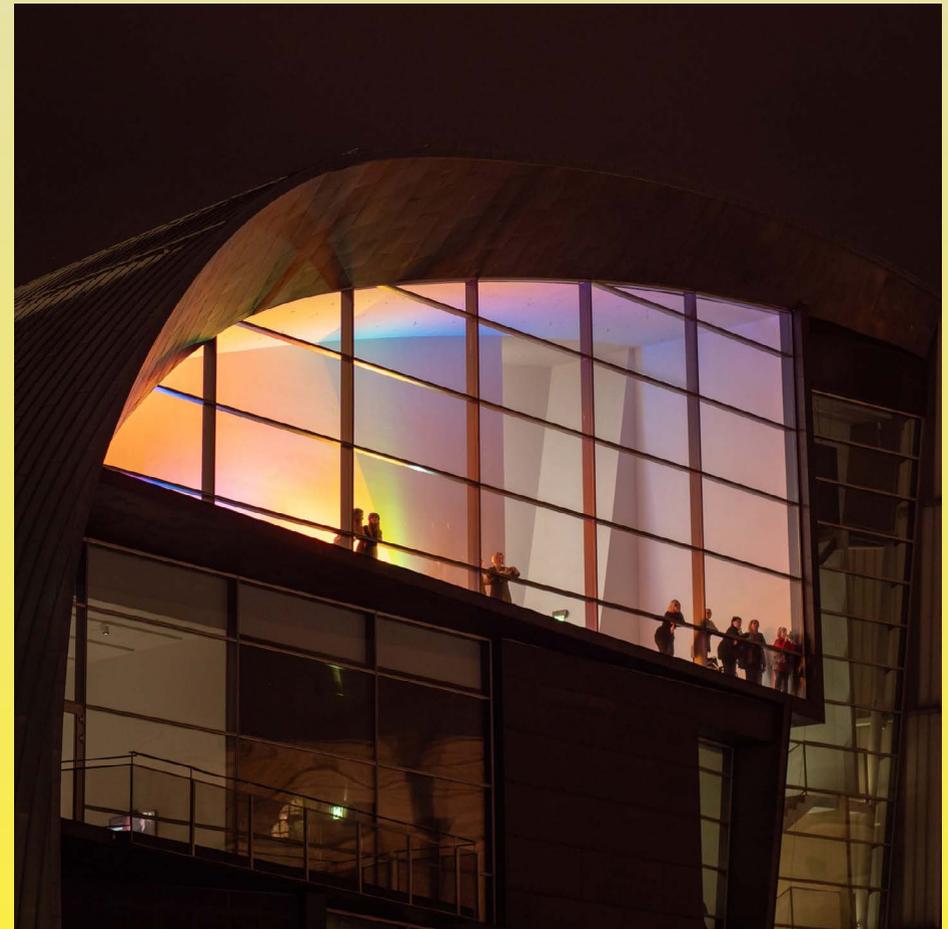


PHOTO: TAPIO HAAJA

MONTRÉAL: TOWARDS A COMPREHENSIVE NIGHTTIME POLICY



PHOTO: MAXIME CARON

Despite being Canada's second largest city and dubbed the country's "Culture Capital," Montreal has been behind other major international cities in its development of coherent policies focused on the night. Montreal can boast very lively music scenes in its history, but these scenes have had almost no impact on night governance. The city also has an active network of cultural advocacy groups, notably *Culture Montréal*, but these do not normally see music and other kinds of nighttime culture as part of their mandate. As a result, it wasn't until 2017 that Montreal's nocturnal actors began organising in order to transform governance of the city's night scene.

In Montreal, as throughout Canada, nighttime policy is rooted in an incoherent collection of structures involving several levels of government. Provincial governments have controlled the licensing of venues serving alcohol, while municipal and neighbourhood governments enact and enforce regulations relating to the serving of food, noise, lighting and public order. This dispersion of authority meant that when, in 2014, Montreal's mayor Denis Coderre sought to open up certain areas of the city to late-night drinking (by allowing bars to remain open to 6 AM) he was stopped by the provincial agency regulating alcohol consumption.

These events, like conflicts over noise and perceived nuisance, have revealed that the policy framework governing nighttime culture in Montreal has not been cultural in character: it has been about policing, responding to citizen complaints, dealing with the effects of real estate development, and control over alcohol and drugs.

In the period prior to the Covid-19 pandemic, a number of developments encouraged greater optimism concerning the city's treatment of its night. A provincial law passed in 2016 allowed Montreal to take control over many aspects of nighttime regulation previously held by the province, such as those governing closing times for bars. In November, 2017 a progressive government, led by mayor Valérie Plante, was elected to city government. In her campaign, Mayor Plante had promised to examine the question of the city's night culture, and declared that she would commit to developing a policy framework for the night and would appoint someone to carry it out. In the early years of her government, the city looked at the condition of music venues and bars, seeking to incorporate them into economic strategies focused on enhancing what is called *commerce de proximité* (neighbourhood businesses).

An organisation promoting the rights of bars, the *Association Québécoise de la Vie Nocturne*, [Quebec Association for Nightlife] had existed since the early 2010s, but its activities were mostly focused on defending commercial bars and clubs against the competition from publicly funded cultural festivals. There have been few signs of life from this association since 2013.

In 2017, a new group, *MTL 24/24*, was formed by Mathieu Grondin and Alexis Simoneau, both active in organising late night musical events. This group took shape in part to represent participants in the nighttime cultural sector who faced police harassment, exorbitant security costs and other barriers in their efforts to build a legal, late night musical culture in the city. It should be noted, however, that *MTL 24/24* defines itself as a civic organisation, open to all those with an interest in the night, rather than a professional body or lobby speaking solely on behalf of nighttime venues or businesses. Representatives of *MTL 24/24* began speaking at meetings of Montreal's city council, arguing for recognition of the value of Montreal's nightlife and for changes in the ways in which the night was regulated and policed.

In the spring of 2020, *MTL 24/24* launched a *Conseil de nuit* [Night Council], an independent body that brings together 12 representatives from different sectors of nighttime culture in an effort to participate in the public debate and engage in policy making. The council has four committees: Health, Security, Diversity and Inclusion; Nocturnal Lifestyle; Clubs, Cultural bars and Venues; and Festivals and Events.

Nightlife in times of Covid-19

Montreal's city government began to elaborate a new, comprehensive nightlife policy in mid-2020. The first initiatives for nighttime governance structures were announced, and, while these were not designed as a response to the Covid-19 pandemic itself, they included economic recovery plans for mitigating certain impacts of the ongoing pandemic. In June 2020, the city named its first *Commissaire, bruit & nuit* [Commissioner of Noise and Night], Deborah Delaunay, a position located within the city's department for Economic Development. Delaunay was now, effectively, Montreal's first night mayor.

Delaunay soon began regular consultations with MTL 24/24 and commissioned from them a diagnostic report of nightlife in Montreal. During August 2020, the new Commissioner organised working groups as the first step towards the reinvention of Montreal's nights. A steering committee was established, and various specialists and stakeholders were invited to contribute to four working groups: Nighttime Economies; Creative and Cultural Nights; Health, Security and Diversity; and Spaces and Nocturnal Mobilities. The working groups met in the fall of 2020 to discuss night-related problems and to brainstorm solutions.

The next step involved a public consultation, which the city commissioned from MTL 24/24 in late 2020. This was intended to reach an understanding of the perceptions and needs of Montreal residents concerning a new nighttime policy. While an international summit on the night was to have taken place in October 2020, a variety of factors, including the claim by elected municipal officials that they were facing "more urgent" matters, led to it being postponed. These activities unfolded against the backdrop of the second wave of the pandemic, which reached its point of highest intensity in Quebec in early 2021. The provincial government reinstated lockdown measures and implemented a curfew from 8:00 PM to 05:00 AM, thus altering the urban nightscape completely. This move, like all other pandemic regulations concerning the closing and reopening of nightlife, has been made with little or no input from the nighttime cultural sector.

Another issue pointed out by local stakeholders—and exacerbated by the pandemic—is the lack of consistent open data policies at the city level. Databases and crucial information about the city after dark are not integrated nor publicly available for consultation. Local groups have previously addressed this governance issue, and the Commissioner is creating an inventory of the data available.

As a city currently implementing a smart city agenda and Digital Data Charter—and casting itself as an artificial intelligence hub—Montreal's adoption of a policy on open data for nightlife as part of other new initiatives can be of particular importance, making Montreal an example for other municipalities.

What is clear is that the Covid-19 pandemic pushed the city to consult with MTL 24/24 and other stakeholders, and to begin developing those instruments (public offices, councils, public consultations, data inventory) which have mostly been adopted by other cities. It is fair to say that MTL 24/24 and its members showed Montreal how developments in other countries and in other cities worked—through reports, events and the consolidation of a constant public debate around nightlife—and thus offered a knowledge base on which the city is drawing. However, the recent rolling out of policies concerning the Montreal night seems aimed at the medium and long-term rather than the more urgent context of the pandemic. As Mathieu Grondin, the General Director of MTL 24/24 observed in August 2020, there was little chance for promoters or venue owners to break even or make profits with music-related activity (given there were no big problems with illegal raves and the rules then in effect, limiting attendance at music venues to 250 people keeping a 2 metre distance). In March 2021, as the province of Quebec announced plans to permit the re-opening of performance and music venues, owners wondered about their economic viability if the 8 PM curfew and limits on attendance were maintained.

The imminence of new municipal elections in November 2021 has created uncertainty over the continuation of Montreal's new initiatives in the area of nighttime policy. According to the Economic Development department's timeline, a draft of the policy would be available for consultation and review by May 2021. However, the ever-changing constraints of the pandemic, combined with the challenges posed by the upcoming election, may have a significant impact on plans to develop a new regulatory framework for the night. Regardless of short-term outcomes, the participatory policy making process currently taking place in Montreal could be an inspiration for other cities and stakeholders around the world.

HELSINKI: CONNECTING THE CITY AND THE LOCAL NIGHT SCENE



PHOTO: MIKA

Since March 2020, Salla Vallius has been working as the Night Liaison for the city of Helsinki. Following the lead of other European capitals, Finland's capital decided to create a role to support the city's growing nighttime economy. The role was announced in December 2019 and Vallius was selected to begin in March 2020. But before she could get used to her new responsibilities, the Covid-19 pandemic started, creating enormous challenges in a growing city where residential development was already creating pressure on local venues.

Salla is a nightlife advocate who previously worked for 6 years at a music venue. Then she moved on to lead *LiveFIN*, a national advocacy organisation that supports live music by representing festivals, music venues and concert organisers. Under her leadership, this organisation conducted a survey commissioned by the city to better understand the potential of the local nighttime economy. This survey revealed the importance of supporting the city's nocturnal ecosystem and strengthening its ties with the local government, as well as the need for common objectives and vision for the different development actions. These insights encouraged the city's governors to embark on a long-term project to understand this growing sector.

In 2018, the deputy mayor of the culture and leisure division organised a seminar to see whether a night mayor role would be suitable for Helsinki. The seminar paved the way and enabled a small group of people to think about the best model to respond to local challenges.

Helsinki's administrative organisation is organised in five main divisions: central administration, education division, urban environment division, culture and leisure division, and social services and health care division. The Night Liaison is a cross departmental role that responds to the chief communications officer and branding team, which is responsible for brand implementation and developing operating conditions for events and festivals.

The Night Liaison's mandate consists in "developing the city's nightlife." Following her appointment, Salla was responsible for assembling her own team, as well as for building connections both with the stakeholders and executives in the city organisation and with the nighttime industry in order to devise a strategy to support the sector. Salla Vallius: "When we are all working remotely, team building is not very easy. I don't have a fixed team but liaise with different communities. [...] It could have been easier if I had a group of people to think about these issues with me from the beginning but there is always the "first one" to build the needed structures for the future actions to be done".

For now, this full-time position was created as a temporary role until the end of the current city council on June 2021. One of Salla's concerns is that the city is too focused on big events, while the value of small and medium activities has not been noticed. "My goal is to get the government's attention also towards small and diverse activities. Collectively, their impact is enormous on different levels and layers of the city whether it's about participation, ownership, marginal culture, identities etc."

Like elsewhere, nightlife in Finland is often stigmatised. However, the reason why this happens is because all the activities that take place in this time frame. "In Finland, we can't use the terms 'light' vs 'darkness,' because our seasons are too extreme (either all light, or all darkness)," Salla explains. "However, I have been using the 6-to-6 terminology to refer to the nighttime economy because it's helpful!"

“I SEE MY ROLE AS BRINGING A NEW PERSPECTIVE TO AN EXISTING DISCUSSION THAT WILL HELP PEOPLE UNDERSTAND THAT THE VIBE OF HELSINKI NOT ONLY COMES FROM BUILDING APARTMENTS, BUT ALSO FROM PRESERVING LOCAL CULTURE”

– SALLA VALLIUS, NIGHT LIAISON, HELSINKI

For Salla, the greatest challenge ahead is the lack of definition of what her role can accomplish, which is difficult to measure in the absence of reliable data on the value of the city’s cultural and nighttime economy. In this context, she believes it is important to work with researchers and universities to develop ways to measure the value of Helsinki’s night scene.

Creating a nighttime development plan for Helsinki also helps the post-pandemic “mental recovery” of the city. When nighttime activities have been restricted the society has also suffered mentally, given the lack of social contacts, obstruction of business, lack of leisure and the counterbalance between work and recovery. Experiences of productive industries and activities help boost mental wellbeing from the perspective of both the producer and the user, and help revitalise the cultural field.

The Covid-19 crisis has also reignited an interest in free outdoor public spaces. Helsinki has started to develop new ways to make the spaces more accessible and easier to use for both citizens and organic cultural collectives.



PHOTO: EETU AHANEN



PHOTO: MARCO BRIANZA & PETRI ANTTILA

TOKYO: WORKING WITH THE NATIONAL GOVERNMENT TO SUPPORT THE SECTOR



PHOTO: PAT KRUPA

Without support from the government, the Japanese nighttime economy and the whole cultural and entertainment sector can hardly survive the current crisis. Aware of this situation, the *Japan Nighttime Economy Association* (JNEA) has been a prominent actor in establishing negotiations with government officials.

According to Tak Umezawa, Director of JNEA, and Kana Ito, a member of the organisation, Tokyo's nighttime economy was heavily impacted by the pandemic and the resulting restrictions to contain the spread of the virus. In April 2020, all venues were forced to shut down, but from the end of June, venues were allowed to reopen with limited capacities. Due to the economic consequences of these restrictions, many people lost their jobs in the cultural and leisure sector, a set of worse, knock-on effects from the pandemic.

JNEA is a non-profit civil sector organisation founded in 2019 to support Japan's nighttime economy through building a network of creative and nightlife business operators and lobbying the government for better regulations. JNEA has closely collaborated with government agencies including Japan Tourism Agency and the Agency for Cultural Affairs, and also helps raise awareness of the positive contributions and the challenges faced by Japan's night scene and its players. Since 2019, this organisation has been collaborating with Japan's Tourism Agency to plan and implement nighttime economy and tourism development programmes, including 44 different projects across the country.

In 2020, JNEA produced the *Creative Footprint Tokyo* in collaboration with VibeLab. The Creative Footprint is a methodology that aims to map and evaluate the cultural value of nightlife in a city and connect the boundaries between tourism, culture, and community and urban development. Also implemented in New York and Berlin, this methodology consists in a set of indicators aggregated under three main categories: Content, Space and Framework Conditions. Additionally, the study relates the characteristics and locations of creative spaces in the context of relevant economic and demographic data and its urban context, including infrastructure and land use. As a result of this study, Tokyo obtained fairly high scores in the "Content" and "Space" categories, owing to the many idiosyncratic and creatively programmed small venues that characterize some of its nightlife districts. However, the "Framework Conditions" (the policy, service delivery, and governance framework between the nightlife sector and government) scored extremely low, compared to the other two cities. This pointed to an opportunity for the nightlife sector to leverage its touristic appeal to move the government to acknowledge nightlife's cultural legitimacy and collective needs.



CREATIVE FOOTPRINT RESULTS FOR BERLIN, NEW YORK AND TOKYO

CASE STUDY

Through these activities, JNEA has established good cooperative partnerships with governmental organisations. Shortly after the outbreak of the pandemic, JNEA started to lobby various public stakeholders, including the national government and the Tokyo Metropolitan Government. In collaboration with several other teams, JNEA submitted a concrete set of proposals to support music entertainment, food service and tourism sectors. These included emergency loans, rent subsidy for venues, an increase in compensation for workers' lost income, and simplifications in administrative procedures. Many of the proposed short-term measures were incorporated into the national government's rescue package which covered a broader range of sectors. JNEA also managed to convince the Tokyo Metropolitan Government to modify a subsidy programme supporting those venues that were forced to shut down.

JNEA has also supported *Japan Dance Music* and *DJ Association's* ongoing negotiations with the recording industry and lobbied for regulatory changes in property rights regulations, in order to enable DJs to perform online legally and get income for it. As the pandemic continues, more artists and venues are severely impacted by the economic and social circumstances. Naz Chris, Director of Japan Dance Music and DJ Association, initiated the "Save The Dance" campaign for collecting signatures in order to gain support from the government for the creative spaces and artists, including small-sized music venues and freelance artists. JNEA is supporting the movement and lobbying for additional measures with more than 50,000 signatures collected.

In essence, JNEA is playing a double role. First, the organisation acts as an interface between the private and public sectors, and between different industry sectors including music entertainment, tourism, food service, among others. Second, JNEA acts as a policy advisor for political decision-makers, ministries and government committees, with its ability to grasp the reality of the affected players and develop a concrete set of proposals.



VILNIUS: BUILDING CAPACITY FROM THE GRASSROOTS TO SUPPORT COMMUNITIES



PHOTO: HINRICH PETERS

Vilnius, the capital of Lithuania, is famous for its nightlife and a tight-knit nighttime community. In recent years, it has seen different forms of nighttime governance emerge, including the Vilnius Night Alliance (VNA) advocacy group working collaboratively with public sector actors like Mark Adam Harold, the first Night Mayor of Vilnius (2018-19) and Chair of Vilnius Night Alliance (2019-Present). However, the pandemic and its resulting lockdowns and restrictions have threatened the city's vibrant nighttime economy: although the extended allowance of public space helped bars and restaurants to some extent, several venues and small businesses haven't survived.

“EVERY INVOLVEMENT STARTS WITH MOTIVATION”

- GLEB DIVOV, VILNIUS, LITHUANIA

Gleb Divov, a multidisciplinary mixed-media artist and international curator based in Vilnius, is the Minister of Culture and Innovations of the independent art community, Republic of Užupis. The community is situated in the city's bohemian Užupis neighbourhood. In 2019, he founded the *Digital Culture Centre*, a social and educational initiative that provides tools for bar and nightclub owners to handle social distancing regulations and rally resources to plan nightlife and cultural events. In 2020, focus on a virtual space proved a winning concept. This has involved organising gatherings in the Užupis district, inviting local artists and businesses to share their ideas about the situation and the future of their community. It was also an opportunity to motivate people and take responsibility for joint action to preserve existing nighttime structures and plan future responses to the pandemic.

Through this initiative, Divov gained experience in building partnerships on a grassroots level to support the city's vulnerable night scene, which resulted in several innovative solutions:

- An upgraded *Crowded.Place*, an international demand-supply chain and cultural exchange platform making a three-way connection between nightlife players: venues, artists and musicians, and the audience. This platform is providing a support and identity verification system for the artists, venues and partners, and also providing independent events at otherwise 'no-customer days'.
- Creating *Digital//KalnasGallery*, the world's first multiverse digital art gallery network supporting EU-based artists. Currently launched in the Baltic countries and Germany, this is a dedicated physical and VR gallery. Focus on virtual reality proved a useful resource during the second wave of the pandemic. Both the Crowded.Place platform and the Digital//KalnasGallery are blockchain/NFT-enabled.
- Supporting EU artists with online residence grants: Divov also co-founded the art & research centre, *KARA AGORA*, funded by the European Cultural Foundation. KARA AGORA provides uVR residency, which is focused on collaboration between artists and encourages solidarity and inclusion. A brainstorm, research and art solution session led to a proposition for EU challenges, that also covered culture and nightlife.
- Building international bridges. While the Republic of Užupis was already well-connected with Cushendall in Northern Ireland, they also communicated with the Vault Artist Studios in Belfast. Vault Artist Studios want to improve the nighttime situation in their district, and upgrade their community to a micronation, using Užupis as an example. The Republic of Užupis also established a connection with Mexico's *Capitolio Center*, providing a platform for Mexican artists during the pandemic.

CASE STUDY

Divov also co-organised an international charity initiative supporting music industry workers in need: those who are invisible to the audience, but without whom there would be nothing - tech teams, roadies, engineers, tour managers and independent artists.

Clearly, a creative approach and tangible ideas can attract people. A concrete example can be found in the ongoing negotiations between residents and nightlife advocates around the lessening of noise levels in specific areas of Vilnius, such as the Old Town. Concerned about the possible loss of their social spaces, many people attend outdoor events and gatherings. Of course, social-distancing regulations and recommendations are followed in these events, and the practice has shown that it is easier to organise an event outdoors than indoors, because of a simple human psychology - open spaces are more visible, especially with additional security. In these spaces, people usually stick to the law.

Local awareness and capacity can be built through informal methods that strongly rely on trust and grassroots organisations. Newcomers can pursue their own initiatives and individual accountability is stimulated. The Digital Culture Centre platform allows Divov and others to share knowledge about the nightlife and event community in Vilnius.

Operating outside the formal realms of government also allows Divov to pursue his own creative directions without worrying about bureaucracy. Nevertheless, as a nightlife advocate, he acknowledges that having a counterpart within City Hall is crucial to having his voice heard and that constant communication with supportive local government workers can be the key to change. The ethos is that while bureaucratic changes tend to be grandiose, it is important to also encourage small, and sometimes incremental changes, which can be critical in supporting new nightlife initiatives.



PHOTO: AUGUSTAS MICKUS

MELBOURNE: NIGHTTIME GOVERNANCE AS AN EXPERIMENTAL SPACE



PHOTO: HINRICH PETERS

Nighttime governance is high on the cards in Melbourne, more than it has been for quite a while. An international hub well known for its arts and culture scene, hospitality businesses and global city outlook, Melbourne had been relatively silent on nighttime planning, policy and politics in the past few years. Mentions of nighttime management issues were scarce in the city's key strategies and policies. A 2008 "24-hour city" council approach had lain dormant for quite some time as mayors changed, whilst 'next door' the City of Sydney and its state, New South Wales (NSW) had been rolling out nighttime strategies, portfolios and state-wide plans. Even in the wake of the early impacts of Covid-19, as NSW launched a 24-hour economy policy for Sydney, Melbourne seemed to be lagging behind. Then, in the midst of what has been flagged as one of the strictest lockdowns around the world—one lasting 7 months—the nighttime took centre stage in the city.

Whilst Melbourne's State of Victoria sluggishly rolled out a \$40 million *Night-time Business Economy Support Initiative*, the debate on how to manage not just the afterhours, but explicitly its recovery through Covid-19, became a hot issue in the November 2020 mayoral election; one that saw Clr Sally Capp being reconfirmed as Lord Mayor.

On Capp's ticket the appointment of a Night Mayor was a key proposal for the city's businesses to rally behind. At the same time, other party contenders touted nighttime governance ideas of all sorts, from neighbourhood festivals, to homeless support projects, Night Czars and commissions, or importing New York City's model of the NYC Office of the Nightlife. Electoral politics are however not the only space for experimenting with governance in Melbourne. In fact, knowledge exchange is flourishing at the border of knowledge, policy and education.

Since 2018, the *Connected Cities Lab*, in partnership with international design firm ARUP, ran a planning studio for students at the University of Melbourne. Offering a venue to further refine students' interdisciplinary and policy-relevant understanding of urban planning, the challenge for the participants in the Lab's Studio N is to think through what the City of Melbourne's "nighttime strategy" and what its night governance could look like, building on local and international case studies. *Studio N* represents an educationally-oriented laboratory to experiment with nighttime governance issues and ideas emerging from the Lab's research programme (on nighttime policymaking). The Studio also serves as an informal touch point for the City of Melbourne and local nighttime experts to test ideas that may eventually become Council policy. Students are joined in class by specialists and given access to a number of on-demand podcast interviews with international nighttime experts, providing direct insight into the multi-faceted issues of the night. The same series of interviews, many from the authors of the Global Night Time Recovery Plan, is now publicly available as the *Cities After Dark* podcast series.

At the heart of Studio N is the interaction between the Lab's expertise and research, international colleagues working on the topic of nighttime, and the student's selections that the challenges the City of Melbourne's nightlife faces. The students' engagement inform the development of draft strategic night plans and briefings detailing the feasibility of Mayoral candidates' proposed night governance structures. It for instance provided input into what a Nighttime Commission for Melbourne could look like. The input was quite timely.

In February 2021, albeit after having discarded the Night Mayor idea, the City announced the creation of a *Night-time Economy Advisory Committee* bringing together leaders from business, creative industries, government and experts. It seems pretty likely that, because of the confluence of the Covid-19 downturn and mayoral aspirations, as well as due to academic research, nighttime governance might finally flourish down under.

NIGHT MAYORS AND COVID-19: NEW CHALLENGES



PHOTO: HINRICH PETERS

The current crisis has put night scenes in the spotlight and, with it, those advocates supporting nighttime economies at a local level. In some cases, the pandemic has encouraged more cities to appoint nighttime advocacy organisations. For instance, following the municipal elections in France, some new mayors have nominated deputy mayors dedicated for nighttime in cities like Lille, Marseille, Bordeaux, Nantes and La Rochelle. Additionally, cities like Bristol have announced the creation of a new ‘night czar’ position—following the examples of London and Manchester. And the New South Wales government in Australia appointed a 24-hour Economy Commissioner.

However, the economic challenges Covid-19 has created for city coffers have also led some local governments to question the need for specialised nighttime governance offices. The question is: *should night mayors and advocates have a broader scope and support to withstand the current crisis?*

The five case studies presented in this chapter illustrate five different reactions and perspectives to govern the city at night in the context of a global pandemic:

In Montreal, the sense of urgency created by the pandemic, coupled with the creation of MTL 24/24 and the appointment of a night-time Commissioner, finally helped put nighttime governance on the city’s agenda. This case illustrates the advantages of using participatory mechanisms—even during a crisis—to develop a solid knowledge base of the city’s nighttime economy, and to pave the way for a comprehensive strategy and policy that governs this sector.

In Helsinki, the creation of a Night Liaison role gained momentum as the city needed to develop a recovery plan to support its struggling nighttime ecosystem. Like in other cities, the Covid-19 crisis reignited local interest in the nighttime economy, and it also revealed the need for long-term synergies and communication channels between local governments and the growing nighttime ecosystem—two actors who don’t often speak the same language.

In Tokyo, JNEA was successful in placing the nighttime economy in the local agenda by initiating direct negotiations with decision makers and government officials. On one hand, these negotiations helped change the government’s perception of the sector and develop a tangible level of sympathy and trust. On the other, it helped build a strong local network that has been influential in updating local nighttime regulations and policies.

In Vilnius, leveraging the local art community in the Užupis neighbourhood and building partnerships at the grassroots level proved to be powerful tools and creative digital solutions to get through the crisis. This decentralised approach allowed the creative and DIY nightlife community to flourish in this unique part of the city by making nightlife and event planning resources available online. While motivating the community can be difficult at times, giving community organisations a voice in nighttime planning and regulation can help foster innovation and build new networks of creative changemakers at the local level.

In Melbourne, the Connected Cities Lab’s experimental approach towards nighttime management created a unique space for students and experts to jointly identify key issues and provide recommendations for the city’s nighttime strategy. This example highlights the need for greater collaboration between city leaders and academia to achieve data-driven—rather than top-down or reactive—solutions to noise, crime and other issues that affect urban life at night.

These examples have made it clear that the effects of Covid-19 cannot be discussed in isolation from long-standing issues of nighttime governance such as gentrification, restrictive policing and dispersed authority over nighttime culture. These issues vary from city to city, and ultimately influence the type of institutions that are created and where they are situated. Based on their governance tradition, some cities favour nighttime offices or managers in official or civil service positions, while others prefer to empower independent local actors and networks. While the first group benefits from greater stability and resources, the latter have greater independence and are less impacted by political changes.

The Covid-19 pandemic is not the first and won't be the last crisis to dramatically affect cities' nocturnal ecosystems. Nighttime governance organisations are key actors in empowering other stakeholders, representing their interests, providing information and building capacities for effective policy making and implementation. Securing the right amount of funding and political support is critical for these institutions not only to respond to the current crisis, but also to survive in the long term. This will hopefully pave the way for the sustainable recovery and management of night scenes around the world.

HOW TO SET UP A NIGHTTIME OFFICE: A TOOLKIT



PHOTO: ALEXIS

While the Covid-19 pandemic has created many challenges for night scenes around the world, it can also be seen as an invitation to analyse and rethink the way that nighttime activity is regulated and managed in your city. On one hand, there is a greater need for cities to have a team of people thinking strategically about how to respond to pressing issues. On the other, this is a time when people are more willing to experiment and try new solutions to manage life in urban settings.

Each city must go through this process in a way that responds to its own interests, governance traditions and unique needs. However, these are the main steps to take into account while thinking about how to set up a nighttime office:

Craft a nighttime vision for your city: A vision statement describes a community's values and aspirations and a shared image of what they want to become over the next 10 to 20 years. Creating a vision involves incorporating citizens' perceptions, setting specific targets, crafting a working definition of what the city means by 'nighttime economy' and defining what types of productive and non-productive activities will be considered within this time frame.

How to do it? Use participatory mechanisms such as workshops, crowdsourced platforms and social media to identify pressing issues and needs in an interactive way. Public opinion surveys are also useful tools to identify local perspectives.

Measure your night scene: City responses should be guided by evidence. This requires gathering data on the size, distribution and contributions of the local nighttime economy, as well as identifying regulatory bottlenecks and measuring the impact of external events such as the Covid-19 crisis on this sector.

How to do it? Useful data collection methods include a combination of qualitative (surveys, interviews, focus groups) and spatial tools (mapping and spatial analysis). Vibelab's *Creative Footprint* methodology is also a good example of how cities can map and measure their creative scenes.

Raise awareness: Raising awareness of nighttime stakeholders is key not only to respond to the current crisis, but also to pave the way for the sustainable recovery of night scenes. A great advantage of doing this now is that culture, leisure and hospitality industries are already in the spotlight as some of the sectors most affected by the lockdowns.

How to do it? Run campaigns in traditional and social media, get in contact with journalists, influencers, organise online events, and so on. Nighttime is something that almost everyone has to do with, and everyone has an opinion about.

Build a team: Nighttime governance requires more than an advocate or spokesperson, but a team of experts responsible for designing a plan and implementing it. This team must have both an institutional backing and a financial structure, and must be able to work with different levels of local government. This is key as some nighttime regulations (such as liquor licensing) are in the hands of state-level or national authorities.

How to do it? Identify key experts and activists such as event organisers, club managers, artists, as well as people with a special knowledge in policy, urban planning and local regulations.

Liaise with and support local networks: Building solid relations with the local community and nocturnal ecosystem is a key step to ensure the sustainability of any project or vision. In all the cases discussed in this chapter, we can see that night mayors and advocates were instrumental to connect local stakeholders forging strong alliances, even during times of crisis.

How to do it? Identify groups that are connected with the nighttime economy: artist communities, venue owners and managers, trade unions, chambers of commerce, Business Improvement Districts (BIDs), taxi drivers, organisations of local residents, among others. Invite delegates from these groups to participate in a round table and discuss the nighttime vision for your city with them. It's also worth involving those who are opposed to any development of the nighttime economy. This leads to a more balanced solution package.

Launch pilot projects: Sometimes small steps are better than a revolution. Small-scale interventions provide better opportunities for observing and monitoring impacts, involving stakeholders for a discussion and making smooth corrections if necessary.

How to do it? Identify some tangible interventions, such as temporary expansions of trading hours, the introduction of new regulatory mechanisms, or the incorporation of new actors of mediators. Focus on a smaller area like neighbourhood, block, street or a square, and then carefully monitor the results.

Learn and educate: Knowledge sharing and capacity-building are very important aspects of nighttime governance. This involves creating opportunities such as international conferences and webinars to share best practices and approaches with other cities, as well as investing in training programs geared at creating safer night scenes.

Embrace change: Night mayors and nighttime governance institutions are constantly evolving. The cases included in this chapter illustrate that the scope and mandate of these institutions can change and expand over time in order to adapt to local needs. These bodies must have the flexibility to be able to bounce back from shocks and external events, as well as to respond to cultural changes and the shifting dynamics of managing cities after dark.

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CONTRIBUTORS



PHOTO: ROBERT CATHERALL



ROBERT CATHERALL

University of Toronto, Syncopate Consulting (Toronto, Canada)

Robert Catherall is a current researcher and PhD student at the University of Toronto focusing on urban planning strategies for cities at night. Robert completed his Masters in Community & Regional Planning at the University of British Columbia's School of Community & Regional Planning, with a focus on methods for utilising Nighttime Mayors as a nighttime urban management strategy. Some of his recent projects include research on policy frameworks and regulatory regimes as well as stakeholder engagement for the Vancouver Music Ecosystem Study, Nova Scotia Music Impact Assessment, and the Victoria Music Ecosystem Study. He is currently leading a collaborative project between the City of Toronto and Arup to develop implementation strategies for the Toronto Nightlife Action Plan as part of the University of Toronto School of Cities' multidisciplinary urban capstone course.



PHOTO: HANNA PAUKŠTE



GLEB DIVOV

Republic of Užupis, FAYR Ecosystem (Vilnius, Lithuania)

His Excellency Mr. Gleb Divov — minister of culture and innovations of the independent *Republic of Užupis* in Lithuania — world's most innovative micronation. Gleb is an inventor, serial entrepreneur, international curator, founder and visionary of own bootstrapped startup ecosystem — *FAYR Ecosystem*. Among his launched culture+tech solutions for the city: Sound changes the City / Sound changes the Planet Global Initiative, city measurement hardware CitySenseBox/PlanetSenseBox IoT, Multiverse Gallery Network, Crowded.Place platform and other FAYR Ecosystem Flagship Projects. FAYR Ecosystem is creating

pioneering innovations at the intersection of technologies with the culture, music, art, education, psychology, healthcare, urban environment, acoustic/soundscape ecology, sustainability, travel, tourism and hospitality and other areas and industries.



PHOTO: JOSIE DESMARAIS



MATHIEU GRONDIN

MTL 24/24 (Montréal, Canada)

Mathieu Grondin is general manager for civic organization MTL 24/24, which aims at developing night time culture and economy in Montréal, Québec. Grondin is a night activist, cultural agitator, DJ and film editor. In May 2020, he founded Le Conseil de nuit de MTL 24/24, a night council which acts as a round table of 12 citizens who want to develop more dynamic and benevolent nights for the city of Montréal.



PHOTO: NÁNDOR PETROVICS



NÁNDOR PETROVICS

Corvinus University of Budapest (Budapest, Hungary)

Nándor Petrovics' doctoral research focuses on governance networks in night-time economies, but his area of interest also covers public service co-production and other issues of network governance. Nándor works as a lecturer teaching both English and Hungarian courses in public policy analysis, cost-benefit analysis, program evaluation, and multi-level governance. He also has significant consultancy experience in different public policy areas. Nándor holds an MA degree in Political Science, and an economist MSc in Public Policy and Management together with a certificate of European Master in Public Administration. Montréal.



PHOTO: JESS REIA



JESS REIA

McGill University (Montréal, Canada)

Jess Reia is appointed as an Andrew W. Mellon Postdoctoral Researcher in the Department of Art History and Communication Studies at McGill University. BMO Fellow at the Centre for Interdisciplinary Research in Montreal. Member of the Conseil de Nuit de MTL 24/24 (2020–2022). They have been working on research and public interest advocacy at the intersection of nighttime policy, technologies and urban governance in the Americas.



PHOTO: SHELBY BASSETT



SHELBY BASSETT

Connected Cities Lab, University of Melbourne (Melbourne, Australia)

Shelby Bassett is a Research Assistant in Urban Policy. She is currently researching philanthropic urban agendas in cities and the governance of cities at night. Her interests also lie in affordable housing, urban sprawl, public transport and conservation. She is pursuing a Master's of Public Policy (Environment) at the Australian National University, and holds a Bachelor's of Applied Science (Architecture) from Curtin University. Previously, she has worked in architecture as well as marketing and communications.



PHOTO: MICHELE ACUTO



MICHELE ACUTO

Connected Cities Lab, University of Melbourne (Melbourne, Australia)

Michele Acuto is Director of the Connected Cities Lab and Professor of Global Urban Politics in the Faculty of Architecture, Building and Planning at the University of Melbourne, where he also serves as Associate Dean (Research). He is also a senior fellow of the Chicago Council on Global Affairs, and teaches Studio N (Night-time) in the Melbourne School of Design. His work focus on the interaction between global and urban governance and the networked politics of urban development.



PHOTO: WILL STRAW



WILL STRAW

McGill University (Montréal, Canada)

Professor of Urban Media Studies in the Department of Art History and Communications Studies at McGill University, Montreal. Night-related website: <https://theurbannight.com/>



PHOTO: TAK UMEZAWA



TAK UMEZAWA

Japan Nighttime Economy Association (Tokyo, Japan)

Tak Umezawa is the Co-Founder/Director of Japan Nighttime Economy Association (JNEA), Chairman of Kearney Japan, and Chairperson of Cambridge Innovation Center (CIC) Japan. As Director of JNEA, he supports the national and local governments to develop nighttime economy policies and advises private sector players on urban development and cultural projects. He also leads a government committee on growth strategy for inbound luxury tourism.



PHOTO: KIMMO BRANDT



SALLA VALLIUS

City of Helsinki (Helsinki, Finland)

Salla Vallius is a pioneer Night Liaison at the city of Helsinki. She has a strong background in the fields of culture advocacy and the live music industry. She focuses on embracing the latent potential of small actors as bedrock for unique and original art and culture scenes. Her work is best described as redefining the perception of nocturnal economy beyond mere “enjoyment industry”. Night is an infrastructure that needs to enable multiplicity of social identities.

TEAM



Jess Dymond Barber works in communications as a creative strategist and content producer to amplify underground artists and creative spaces. Based in Berlin, Jess is interested in the unifying aspects of music and the intersection between art, design, regional policy and the nighttime industries.



Michael Fichman is a city planner, researcher and lecturer at PennPraxis at the University of Pennsylvania's Weitzman School of Design. He is also a nightlife organiser and musician, and is an Emerging City Champions fellowship recipient for his work with 24HrPHL.



Richard Foster is PR and Communications Manager at WORM, a Rotterdam-based multimedia alternative cultural centre and network organisation at the intersection of (popular) culture and (performing) arts. His writing appears regularly in *The Quietus*, *The Wire*, *Louder than War*, and other music and academic publications.



Berlin Clubcommissioner **Lutz Leichsenring** + former Amsterdam night mayor **Mirik Milan** are co-founders of VibeLab, which engages, connects, and counsels cross sector stakeholders to keep cities vibrant and flourishing after dark. VibeLab has consulted on the formation of nightlife offices and commissions in London, Madrid, New York, Tokyo, Vienna, Los Angeles, and more, and continues to facilitate idea exchange and implementation for communities, institutions, government agencies and brands worldwide.



Diana Raiselis is a German Chancellor Fellow with the Alexander von Humboldt Foundation, researching the role of nightlife in sustainable cities. She is a founding member of the Los Angeles Nightlife Alliance.



Alexander Salem is an interdisciplinary urban researcher based between London and Berlin, and is the GNRP Project Manager. He is currently undertaking his MSc in Urban Studies at University College London, and is researching the impacts of COVID-19 on creative and cultural practitioners in London's LGBTQ+ nightlife scenes.



Andreina Seijas is a Venezuelan researcher and urban planning consultant. She specialized in nocturnal governance and planning during her doctoral studies at the Harvard University Graduate School of Design. In 2020 she founded Night Tank, an international consulting firm that focuses on this novel field of research and practice.



Jack Waghorn is a graphic and web designer with an MA in Design of Experiences from the Sandberg Institute, Amsterdam. Based in the UK, his practice operates mostly the fields of alternative music and culture.



Jia Yuan is a Summer Design Fellow at PennPraxis at the University of Pennsylvania's Weitzman School of Design. She is also an urban planner and researcher focusing on sustainable transportation planning and data-driven planning.

THE PREVIOUS CHAPTERS OF THE GLOBAL NIGHTTIME RECOVERY PLAN ARE AVAILABLE AT [NIGHTTIME.ORG](https://www.nighttime.org)

CHAPTER 1: OPEN-AIR NIGHTLIFE AND COVID-19: MANAGING OUTDOOR SPACE & SOUND

CHAPTER 2: THE FUTURE OF DANCEFLOORS: BUILDING MORE FLEXIBLE, OPEN, AND INNOVATIVE CLUBBING EXPERIENCES

CHAPTER 3: INNOVATING FOR 24-HOURS CITIES

CHAPTER 4: SUSTAINING OUR NIGHTLIFE SCENES: SUPPORT MODELS FOR NIGHTLIFE INDUSTRY WORKERS, INDIVIDUALS, AND VULNERABLE POPULATIONS

STAY TUNED FOR NEXT CHAPTERS THROUGHOUT 2021.

The GNRP is published by VibeLab

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Unterstützt von / Supported by 
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