Guidelines for Managing Alcohol at Large Events

New Zealand
POLICE
Nga Pirihimana O Aotearoa

hpa health promotion agency

The way that alcohol is consumed at large events can send powerful messages about the acceptability (or otherwise) of alcohol-related behaviours[1]

[1] New Zealand Police 2006

Contents

Introduction

These updated guidelines have been produced by the Health Promotion Agency (HPA) in partnership with the New Zealand Police. They reflect a joint commitment to taking an evidence-informed approach to addressing the issue of alcohol management at large events.

Aims and objectives:

- to produce a resource tool in conjunction with the regulatory agency partners to guide the management of alcohol at large events
- to provide guidance and resources that will assist event organisers, licensees, bar staff and security providers to provide responsible and safe drinking venues
- to provide guidance in the preparation of an alcohol management plan
- to assist regulatory and other interested agencies to promote host responsibility at large events.

These Guidelines for Managing Alcohol at Large Events reflect best-practice models and provides additional resources to ensure national consistency in its use. It supplements other existing documents such as the Ministry of Civil Defence and Emergency Management's Safety Planning Guidelines for Events, and complement HPA's Intoxication Monitoring and Enforcement Guidelines, Controlled Purchase Operation Guidelines, National Guidance on Alcohol Promotions and Host Responsibility Guidelines for Licensed Premises.

Where relevant, HPA's Guidelines for Safe Zones at Large Events (2013) should be used in conjunction with these guidelines.

Where the large event is a wine event, HPA and New Zealand Wine's Guidelines for Hosting Successful Large-scale Wine Events (2014) should be used in conjunction with these guidelines.

The guidelines (including the Standard Guidelines on page 12) are not intended to be prescriptive – they simply provide useful advice, guidance and recommendations for people planning alcohol management at large events. The guidelines also assist regulators in a similar way, but are not intended to prevent decisions on an event case-by-case basis.

Why do we need the guidelines?

The responsible management of alcohol means providing a safe and enjoyable environment for patrons, and serving alcohol responsibly so that patrons do not become intoxicated.

Ineffective alcohol management, particularly irresponsible serving, is often accompanied by high-risk behaviours and can lead to a variety of problems. Poorly managed alcohol consumption can make problems worse to the point where the event is neither safe nor successful for patrons as well as staff and organisers (Department of Tourism, Sport and Racing 1999).

The management of alcohol consumption is a major part of event management that must be planned with harm-minimisation strategies well in advance of the event itself.

Key issues include:

- the way alcohol is served
- the physical environment in which alcohol is consumed
- the ways in which relevant regulatory frameworks are monitored and enforced.
- The way that alcohol is consumed at large events can send powerful messages about the acceptability (or otherwise) of alcohol-related behaviours (New Zealand Police 2006).

Who are they for?

The guidelines are designed for individuals and agencies who work collaboratively in ensuring that alcohol consumption at large events is managed legally and effectively. They include:

New Zealand Police

While the Police have many roles at large events (such as crowd control), they are also responsible for ensuring compliance with the Sale and Supply of Alcohol Act 2012 (SSAA) on licensed premises, including the provisions relating to intoxication and minors. Police Operations Commanders are responsible for managing the policing of the event, supported on the day of the event by Team Policing. Police Alcohol Harm Prevention Officers are responsible for licensing large events under the provisions of SSAA, and ensuring their compliance with the Act.

Licensing Inspectors

Since large events where liquor licences are in force are deemed to be licensed premises, they must meet the same SSAA requirements as any other licensed premises, particularly in preventing intoxication and sales to minors. Licensing Inspectors have a responsibility to license large events under the provisions of SSAA and ensure their compliance with the Act. They have a responsibility to conduct monitoring and observations of the event, which also ensures compliance with licence conditions.

The responsible management of alcohol means providing a safe and enjoyable environment for patrons, and serving alcohol responsibly so that patrons do not become intoxicated.

Public Health Service – Medical Officer of Health and Health Protection and Health Promotion Officers

Public health services are concerned with the wider impacts of alcohol misuse on public health, and ensuring compliance with SSAA's Host Responsibility provisions. They look for evidence of the implementation of Host Responsibility practices and procedures to reduce alcohol-related harm and intoxication, and to this effect also conduct monitoring and observations of events.

Licensees

Most venue-governing bodies in New Zealand contract out the provision of alcoholic beverages. However, under SSAA, it is the licensee (i.e. the person named as holding the liquor licence) who has overall responsibility for ensuring compliance with the Act and conditions of the licence, as well as the event's alcohol management plan. They must ensure also that their duty managers act according to SSAA and licence conditions.

Duty managers

Duty managers are also responsible for ensuring compliance with and enforcement of SSAA and licence conditions. They are responsible for the conduct of licensed areas and, in particular, ensuring that the conditions applying to prohibited people (minors and intoxicated patrons) are observed and complied with.

Event managers

As the people responsible for events' overall management, event managers are also responsible for overall alcohol management, even if they are not the licensees. They must ensure licensees act according to SSAA.

Council events staff

Council events staff organise many large events on behalf of their councils, and as event managers have overall responsibility for the events, including overall alcohol management, even if they are not the licensees. They too must ensure licensees act according to SSAA.

Security providers

Like the Police, security staff may have many roles at public events (such as crowd control). However, they are also responsible, on behalf of event managers, for ensuring compliance with SSAA, especially the provisions of the Act relating to preventing intoxication and sales to minors, and also ensuring that alcohol is not brought into events. Their roles and responsibilities require that they have strong and reliable working relationships with bar staff and Police.

The guidelines are designed for individuals and agencies who work collaboratively in ensuring that alcohol consumption at large events is managed legally and effectively.

Background

The close association between alcohol and sport is one of the most commonly raised concerns among those addressing alcohol consumption and young people (Sivyer 1990).

Many of the factors associated with risky drinking and violence (eg, a permissive environment, a large proportion of young males, and crowding) are present at sporting and other events where alcohol is available (Single & McKenzie 1991). In particular, university student sports fans have been found to drink more alcohol, be more likely to engage in binge drinking, and be more likely to report alcohol-related problems than students who are not sports fans (Nelson & Wechsler 2003). Studies also show a strong link between sport watching and alcohol consumption among those who seek to watch sporting events outside the privacy of their own homes (Jones et al 2006).

Aggressive behaviour is more frequent in drunken crowds compared with sober crowds, and intoxicated crowds display greater levels of violence as crowd size (i.e. density) increases (Moore et al 2008). Indeed, alcohol abuse has been identified as a major public health concern at large events (Earl et al 2004).

Alcohol is often seen as a symbol of celebration and is included in many public events (Department of Tourism, Sport and Racing 1999) as one of a range of services and part of the entertainment package. Ninety-five percent of patrons attend events to have a good time (ALAC 1997), and under normal conditions public events proceed with little or no problems (Ministry of Civil Defence and Emergency Management 2003). However, when something goes wrong there can be serious consequences for everyone involved in alcohol management.

The crowd demographics of those attending large events (especially sporting events) have changed in recent years. More women, children and families are enjoying the occasions, which makes the management of alcohol at large events all the more important.

The harmful effects of alcohol consumption

It is increasingly recognised that intoxication is a key factor in experiences of alcohol-related harm for communities, families/whānau and individuals.

Drinking to the point of intoxication on licensed premises has been shown to contribute disproportionately to certain types of acute alcohol-related harm, including violent behaviour and impaired driving (Australasian Centre for Policing Research 2004).

In New Zealand, in approximately one-third of all Police-recorded offences in 2007/08, the offenders had consumed alcohol prior to committing the offences (New Zealand Police 2009). This figure is most probably higher, as in a further one-third of recorded offences it was not known if alcohol had been consumed by the alleged offenders prior to offending. Of the Police crime categories, drugs, antisocial behaviour and violence offences had the highest percentage of offences committed where alcohol had been consumed by the alleged offenders prior to committing the offences. Others included dishonesty, property damage, theft, sexual-related offences and traffic-related offences.

Several reasons have been suggested for the link between intoxication and increased violence. For instance, studies of real-life incidents suggest that alcohol interacts powerfully with a masculine social identity to exacerbate violent behaviour, with the perceived defence of male honour often being a trigger (Cabernet Office 2009).

New Zealand's drinking culture

Research indicates that drinking to the point of intoxication or 'drinking to get drunk' is the accepted norm for people of all ages in New Zealand (De Bonnaire et al 2004). Many adult drinkers do not see drinking to intoxication as a problem.

New Zealand's current drinking culture has:

• a general tolerance for drunkenness
• a general lack of concern about physical or mental wellbeing in relation to drinking
• a reluctance by drinkers to limit alcohol intake to avoid negative consequences.

Licensee responsibilities

As licensed premises, venues (including stadiums) and large events where alcohol is served must be managed according to SSAA, in particular its provisions on preventing intoxication and sales to minors. Under SSAA, it is the licensee (i.e. the person named as holding the liquor licence) who has overall responsibility for ensuring compliance with the Act.

SSAA also applies to excessive alcohol consumption during alcohol promotions (including those associated with large events). Breaches carry a maximum fine of $10,000 for licence holders, or bar staff, and evidence of such offending can also be used to seek suspensions of premises' licences.

Price discounting or other promotions that effectively increase the availability of alcohol, or promotions that encourage risky drinking, contravene SSAA. This is because such promotions can increase risky alcohol consumption and contribute to increased risks for consumers and other patrons (Allsop et al 2005).

It is vital to:

- ensure that event promotions or activities are not seen as intended, or likely, to encourage patrons to consume alcohol to excess
- implement strategies designed to decrease the experience of alcohol-related harm associated with alcohol supply and sale (Allsop et al 2005). For example, some studies show that Police activities may make a difference (Jeffs & Saunders 1983; McKnight & Streff 1994).

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The planning approach

For some time, there has been a recognised need for nationally applicable criteria and policies for managing alcohol at large events (ALAC 1997). There is also a need for a nationally consistent and holistic planning approach and effective collaboration between all relevant stakeholders.

Essential planning stakeholders should include:

- the event manager
- the event promoter (sporting code, concert or festival promoter etc)
- stadium or venue management (key staff from the stadium-governing body – marketing, logistics, corporate hosts etc)
- the event licensee(s)
- Police (including the Alcohol Harm Prevention Officer)
- the Licensing Inspector
- security provider(s)
- a health protection/promotion officer
- a fire safety officer
- an ambulance officer.

Other important planning partners may include:

- Māori Wardens
- support groups (street ambassadors, Red Frogs NZ)
- alcohol sponsors (key brewery staff: marketing, promotions, logistics)
- liquor suppliers (marketing, promotions, logistics)
- the media or communications manager
- leaders of specific groups (eg, supporter clubs)
- leaders of 'fundraising' beverage service groups
- local (nearby) licensees.

The organisational structure within a venue and the relationships between the governing body, promoter, licensee, duty managers and security provider, with the involvement of local and regulatory agencies (Police, Licensing Inspector and public health services) are critical to implementing and achieving best practice and consistency.

Standard guidelines

For some time, there has been a recognised need for nationally applicable criteria and policies for managing alcohol at large events. These standard guidelines represent such criteria or policies and their use should ensure national consistency in achieving best practice in managing alcohol at large events.

EVENT LICENSING	Event licensed by a Special licence
CONTAINERS	Plastic containers
MAXIMUM NUMBER OF SERVES PER PURCHASE	Equivalent to two standard drinks (in units) or fewer
HOURS OF SALE	Varies by type of event (refer to Hours of Sale in the guidelines on page 18)
NON- & LOW-ALCOHOL DRINKS	Available and promoted, and at discounted prices to encourage their consumption
WATER	Free, promoted and easily accessible with clean drinking vessels provided
FOOD	A reasonable range and at reasonable prices

Strategies and actions for alcohol management

This section suggests a number of strategies and actions that can be applied when planning and preparing for events at venues throughout New Zealand.

In using them, it is important to recognise their interplay and to understand that different events often share the same or similar issues, despite variations in:

- event location
- event type
- event size
- event timing (eg, evening, daytime, weekend)
- the nature of the crowd
- the weather
- the relationships between stakeholders.

No single intervention can manage alcohol alone – it takes a combination of interventions to achieve the best result.

Strategies

1 Licensing

All large events are best controlled if they operate under the conditions of a Special licence (rather than an On-licence). This allows the regulatory agencies to set conditions specific to each type of event. The regulatory agencies should work closely together in licensing large events and also in their monitoring and enforcement of the events.

2 Communication

A person's expectations before an event will influence their behaviour at the event. As a component of a larger strategy, educating and providing information before (and during) an event is an important strategy in the overall alcohol management plan. Communication also includes effective planning by, and collaboration among, all relevant stakeholders.

3 Alcohol management plan

An alcohol management plan should detail how alcohol sale and supply and alcohol-related risks are to be managed for a particular event and at a specific venue, and align those risks with proven procedures to manage them. It should detail how the event will comply with SSAA as well as the conditions of the Special licence.

The alcohol management plan should be included with the application for the Special licence for the event and thereby form the basis of enquiry by the regulatory agencies.

4 Supply control

Complying with SSAA is a shared responsibility between the server, the duty manager and the licensee. It is vital to select and properly train security and bar staff to reduce the risk of irresponsible alcohol service, and ensure effective communication between them during the event. They should all know the agreed number of serves per person, the signs of intoxication, the required ID checks and the law on intoxication and minors.

5 Intoxication minimisation

Security and bar staff should be equipped with both the ability and the impetus to monitor patrons for intoxication and take appropriate action where required. Contemporary Host Responsibility practices and resources should focus on preventing excessive intoxication (to a point of evidential proof) as opposed to waiting until that point has been reached before considering or applying any intervention. The event alcohol management plan should aim to prevent intoxication, as well as prevent any intoxicated patrons on the licensed premises being served or allowed to stay.

6 Monitoring and enforcement

Studies indicate that responsible alcohol service needs to be underpinned by monitoring and enforcement. Training alone is not enough. Visible and active security providers are needed, assisted by the Police and supported by technology such as security cameras.

Regulatory agencies should actively monitor and enforce SSAA at large events, especially for responsible alcohol service, intoxication and sales to minors. This includes carrying out controlled purchase operations.

7 Harm reduction

Despite the best measures, people can still become intoxicated and need help. It is important to provide safe areas where they can be cared for by trained and experienced professionals.

For many large events (especially high-risk events) it may be necessary to provide a Safe Zone staffed by ambulance officers and other medical professionals.

Setting up family/whānau or alcohol-free areas reduces risk and nuisance, especially for families/whānau and young people.

8 Crowd and environment

It is important to assess the factors that relate to the impact of alcohol on individuals, such as drinking settings and context, the characteristics of individual drinkers (eg, age, sex) and the expectations and values associated with drinking.

If the event has a lengthy timeframe, boredom coupled with available alcohol may lead to more alcohol consumption, so strategies need to be designed to engage patrons. Planning at all stages should consider providing environments that reduce risk.

Actions

1 Setting expectations

Easily available alcohol, permissive attitudes to heavy drinking and violence, and heavy drinking in the broader community are all relevant factors for drinking at public events. It is therefore appropriate to address them through community-wide moves to reduce alcohol-related harm, such as the use of social marketing to change permissive attitudes to heavy drinking.

'Setting expectations' involves changing the culture of an event from one that accepts, tolerates and sometimes celebrates drunkenness and intoxication to one that does not. It targets 'more moderation – less harm' drinking based on reducing consumption per occasion. In the case of large events, the events themselves should become the entertainment, not the alcohol.

Other activities that can help to set expectations include:

- achieving better compliance with SSAA
- active and proper monitoring and enforcement of the Act
- controlled purchase operations to identify breaches of the Act
- policy measures such as pricing eg, discounted prices for low alcohol drinks
- controlling the number of alcohol sales outlets at the event
- restricting alcohol advertising at the event and in marketing material.

2 Education and information

Pre-event communication to the public should:

- advise that the venue is a licensed premises
- advise of restrictions on bringing alcohol into the venue
- advise of legal requirements to exclude or remove intoxicated patrons
- advise of any age restrictions for entry to the venue
- advice of restrictions or limitations on bringing food and non-alcoholic drinks into the venue
- advise of the venue's intolerance of unruly or aggressive behaviour
- provide an assurance that the conditions of entry and behaviour will be strictly enforced.

This information could be disseminated by:

- building messages into general event marketing and advertising
- stating the conditions of entry at booking points and on websites
- stating the conditions of entry on ticketing
- stating the conditions in contracts and newsletters produced for package groups, corporate groups and suite holders
- installing prominent signage on the conditions of entry at all venue entrance points
- playing audio messages or announcements at venue entrances and inside the venue
- displaying visual messages on main screens (when present)
- repeating messages in media releases.

CASE STUDY – Westpac Stadium, Wellington

3 Effective planning and collaboration

The collaboration of everyone involved in planning the event should include:

- clear communication before, during and after the event
- an understanding that all stakeholders have aligned goals
- a holistic approach to reducing risk.

All strategies should include an effective communication plan covering:

- the rationale for the strategies
- the controls/responses
- any anticipated problems.

It is also important that all staff are briefed before the event starts and that the licensee and duty managers build strong relationships with the security provider. Other local (nearby) licensees might be included as relevant stakeholders owing to the potential effects after an event (and sometimes before the event).

CASE STUDY – Hokitika Wildfoods Festival

4 Alcohol management plan

The alcohol management plan should detail how alcohol sale and supply and alcohol-related risks are to be managed for a particular event at a specific venue.

It should be based upon a pre-event risk assessment specific to the event type. For example, in terms of crowd and alcohol management, high-profile, lengthy sporting events such as (but not exclusively) one-day international cricket matches are at the upper end of the risk and difficulty spectrum. The degree of risk associated with lengthy events should be matched by the degree of planning, resources, interventions and energy applied to them. However, it is important to note that the scale of an event and the difficulty in tailoring responses to achieve adequate control are not mitigating factors in SSAA breaches.

The alcohol management plan should integrate with other components of the event, such as promoting the event, communications, security and staff training.

It should be developed by the applicant for the Special licence, in consultation with the regulatory agencies and other key stakeholders (eg, security provider, catering provider, ambulance officer).

The operation of a Special licence is contingent on the alcohol management plan being properly implemented and should create accountability against each of the risks identified.

The alcohol management plan should:

• identify all risks posed by the event

• propose strategies and actions for reducing and/or eliminating those risks

• identify who is responsible for each action

• develop indicators that measure whether the proposed strategies and actions are effective.

Strategies and actions should be developed to address specific risk factors, such as:

• the impact of alcohol on individuals

• the drinking setting/context

• the characteristics of individual drinkers (eg, age, sex)

• broad and local expectations and values associated with drinking, specifically for the event.

Environments that reduce risk should be considered throughout the event planning.

For further guidance on writing an alcohol management plan, see Appendix 1: A guide to writing an alcohol management plan for a large event and Appendix 2: Template for an alcohol management plan.

5 Providing and promoting non- and low-alcohol drinks

SSAA requires that all licensed (except Off-licensed) premises provide and promote non- and low-alcohol drinks, and since large events that are licensed to supply alcohol are deemed to be licensed premises, this must occur for compliance with the Act. In New Zealand, low-alcohol drinks are classified as less than 2.5% alcohol content by volume (Law Commission 2009).

There should be an appealing range of non-alcoholic drinks that should be properly promoted so as to support patrons' choice to not drink alcohol (eg, menus, displays).

CASE STUDY – Hamilton 400 V8s – motor racing theme to promoting non-alcohol drinks

Low-alcohol drinks can also be promoted by having a clear price difference between low-alcohol and high-alcohol drinks. When low-alcohol drinks are sold at discounted prices (compared with high-alcohol drinks), their consumption is encouraged over high-alcohol drinks.

CASE STUDY – Mt Smart Stadium, Auckland – discounted prices for low-alcohol beer

Evidence suggests that substituting low- for high-alcohol-content beer at large events is a worthwhile tool for reducing antisocial behaviour and subsequent harm in and around such events. It may be prudent to make only low-alcohol-content beer available at a specific point in the event. However, the timing is important (even if there appear to be no problems) and consumption should be carefully monitored throughout the event.

6 Providing and promoting food and water

Event patrons should have easy access to a reasonable range of food and at reasonable prices, as well as free water throughout the event. SSAA also requires that clean drinking vessels are provided for the water. Most large venues offer plentiful food and promote it for commercial, as opposed to licensing, reasons. However, ensuring there is enough food conveniently available, and promoting it, are standard requirements of SSAA.

Food outlets should be either close to alcohol sales outlets or integrated with them and of approximately equal number or greater. Free water must be provided (and well publicised) at convenient, places throughout the venue. Limiting the availability of free water intentionally to improve the profitability of bottled water sales is in breach of SSAA and is arguably irresponsible practice, and could become an issue of licensee suitability.

CASE STUDY – Addington Raceway, Christchurch – free water

7 Alcohol restrictions

Licensed events are deemed licensed premises, and as such restrictions on taking alcohol into the venues often exist. It is important to be aware of concealed smuggling and covert drinking, which can undermine an otherwise sound alcohol management plan.

Restrictions affecting the carriage of alcohol into venues hosting large events require clear communication to patrons well before the events on why they are necessary and how they will be enforced. Unintended impacts (eg, reducing the likelihood that patrons will have access to water) should be assessed and strategies developed to respond to these risks.

Restrictions on the types of container that may be taken into a venue are also important, but may be counterproductive if the food and drink provided at the venue are limited and/or over-priced.

Security staff, on behalf of event managers, have the right to refuse entry to people carrying alcohol. However, they cannot confiscate the alcohol, so people must give it up voluntarily. Searching patrons for alcohol on entry does not contravene the Human Rights Act 1993, although patrons have to give their consent to be searched. This should be done with the utmost respect and ideally a male search a male and a female search a female. If a person refuses to be searched, the option of refusing entry can be imposed, but this should be done with care.

CASE STUDY – Hamilton 400 V8s

Bags and other items (eg, chilly bins) should be opened and thoroughly searched. Where a patron refuses to allow their bag to be searched, this may not be imposed but entry to the venue can and should be refused. For both body and bag searches, if entry is to be refused when patrons refuse to be searched, clear and prominent signage must detail the consequences.

Alcohol should also not be removed from licensed venues, and this should be well communicated to patrons (eg, through signage) and properly enforced (eg, through bag searches at exits). This includes where dedicated (enclosed) licensed areas exist within one large venue.

CASE STUDY – Westpac Stadium, Wellington

8 Alcohol promotions

Price discounting and other promotions can effectively increase the availability of alcohol, and encourage risky drinking.

The alcohol management plan should establish a clear, written policy on managing alcohol promotions, describing the responsible alcohol-serving practices to be followed during promotions. This includes restricting the number of drinks that can be served to each customer at any one time, their volume and alcohol content and limiting drink stockpiling.

Any promotional activities should be in accordance with the National Guidance on Alcohol Promotions (HPA et al 2014), and discussed with and approved by the regulatory agencies before the event.

9 Alcohol sale hours

For most large events, alcohol sales should cease before the end of the events. This will depend on the type and risk of the events.

Longer sale hours are associated with increased consumption and alcohol-related harm. The opening and closing times of bars and alcohol retail outlets should be carefully considered for each event, with the flexibility to stop sale or supply in selected areas (or unilaterally) included in the alcohol management plan and infrastructure.

It may be necessary to stop sales completely at a specific point in the event. Again, the timing is important and consumption should be carefully monitored throughout the event.

Recommended bar closing times for different event types are:

• rugby and soccer – no later than 15 minutes before the end of the game

• cricket – no later than three-quarters of the game has been completed

• all-day sports events or concerts – no later than one hour before the end of the event

• food and wine festivals, and beer festivals – 30 minutes before the end of the event.

In all cases, the Police in liaison with the licensee may close the bars earlier if necessary. In an extreme case the Police have the powers to close the event itself.

For some all-day events, closing the bars for short periods of time (eg, 20 to 30 minutes) two or three times during the events can slow drinking and reduce the potential for intoxication. These bar closures force patrons to exercise (i.e. walk around the venue) and take the opportunity to eat food and drink non-alcoholic drinks.

CASE STUDY – Hamilton 400 V8s – closing the bars for 20 minutes

10 Alcohol sales outlets

Alcohol sales outlets should be either close to food outlets or integrated with them and should not outnumber the food outlets. More, smaller outlets located in easily accessible areas result in less demand and are easier to manage, monitor and control. This also reduces patron frustration and aggression.

A duty manager should be at each point of sale. Sales outlets should be staffed by enough well trained bar staff, with security staff located nearby. Ideally, some security staff should be specifically dedicated to bar work (i.e. vetting patrons for intoxication and age, etc).

Relevant signage should be clearly displayed at all alcohol outlets and include:

• the maximum number of serves per purchase
• cannot serve intoxicated patrons
• cannot serve minors
• identification requirements
• a copy of the liquor licence
• the name(s) of the duty manager(s).

11 Drink containers and number of serves

It is important to reduce the likelihood of drink containers causing unintended or deliberate injuries. The preferred containers are plastic cups, and no glass should be available at large events except in members' lounges and corporate areas.

Controlling the maximum number of drinks that can be purchased at one time by unit volume is a key alcohol-control tool and should be limited to two standard drinks (or fewer) per person per purchase. This is best achieved by restricting the volume of each drink serve to no larger than one standard drink (in units). For some events (eg, beer festivals), this may need to be reduced to one standard drink per person per purchase, later in the event, as deemed necessary by the Police and/or licensee.

CASE STUDY – Hokitika Wildfoods Festival – wet pour serving 15,000 patrons

To calculate the unit volume of a drink, the following formula may be used:

Volume of container (litres) x % alcohol by volume x 0.789* = the number of standard drinks

* the density of ethanol at 20°C

Note that a unit limit alone is not enough, and to be effective:

- patrons should be closely monitored in areas where alcohol is consumed (often away from the alcohol outlet) to eliminate hoarding
- the unit limit should be regularly reviewed during the event. What may have been an appropriate limit at the beginning may become inappropriate later on and may be reduced further (or sales stopped altogether) as decided by the Police during the event
- intoxication levels, crowd mood, time remaining in the event and other considerations should be regularly gauged.

Signage is also important to ensure patrons are fully aware of the maximum allowed number of serves per person. Bar and security staff should ensure it is properly enforced.

CASE STUDY – Western Springs Stadium, Auckland

12 Family/Whānau or alcohol-free areas

Setting up family/whānau or alcohol-free areas reduces risk and nuisance, especially for families/whānau and young people. However, their establishment and maintenance will depend on the demographics of anticipated patrons and the type of event.

Alternatively, 'wet' (drinking only) areas may be established, although this also depends on the type of event. Specific alcohol-free events should also be considered.

CASE STUDY – Western Springs Stadium, Auckland

13 Visible and active security providers

Liaison and communication between security staff and Police are essential, with their respective responsibilities established by mutual agreement before the event. It is also vital to establish clear lines of communication between security and bar staff during an event and detail them in the security management plan. Security staff have a responsibility to ensure compliance with SSAA and as such must take their direction from duty managers.

The security providers (not the Police) are responsible for policing the grounds, guided and overseen by the duty managers. They must be appropriately located and willing to work with the Police. The Police are there to support the security providers, and although they need to be available if necessary, the security providers employed by the event organiser must be made aware of their duties and take responsibility. This can be made clear by the Police briefing security staff before the event starts.

Proper monitoring and enforcement requires visible and active security providers (clearly and easily identified by their clothing) and Police, supported by technology such as security cameras.

The security management plan should include the role of security staff in alcohol management at the venue and support the alcohol management plan itself. It should detail how security staff will work with the Police as well as bar staff.

There should be a suitable and sufficient number of security staff depending on the size and risk of the event. While there are currently no standards set in New Zealand to determine this, overseas ratios recommend one per 75 spectators in small venues and one per 1200 in large venues. This is only a guide and does not take into consideration the type or risk of the event.

CASE STUDY – Western Springs Stadium, Auckland – incident control point

14 Proficient security providers and bar staff

Placing general public/casual staff in key security roles should be avoided unless they are being led by, or have received adequate training from, a recognised professional security provider.

Achieving compliance with SSAA is a responsibility shared by the server, the duty manager and the licensee. However, if the Act is breached, for example by staff serving an intoxicated patron, the implications and penalties for a licensee or duty manager considerably exceed those of the server. This makes it essential for

licensees and duty managers to vet, train and monitor bar staff appropriately. Licensees are ultimately accountable for their staff selection and training processes. Volunteer bar staff should also be suitably trained and understand the requirements of SSAA, particularly with regard to intoxication and minors.

There should be a sufficient number of duty managers to manage the number of alcohol sales outlets. Preferably there should be a duty manager at each point of sale who should operate in a supervisory role rather than that of a hands-on server.

Bar and security staff should be selected and properly trained to reduce the risk of irresponsible alcohol service and potential violence. They should all be fully aware of the agreed number of serves per person, the signs of intoxication, the need for ID checks, and the law on intoxication and minors. There should be strong relationships between bar staff and security providers.

Security staff should be multi-skilled and suited to their role, familiar with the venue and able to react to any instruction. They must have the confidence to interact with patrons one on one and be able to intervene and communicate with patrons affected by alcohol who may also be aggressive. Event organisers must take responsibility for the security provider they have chosen.

The Private Security Personnel and Private Investigators Act 2010 require all event security staff responsible for crowd control (which includes monitoring and enforcing SSAA) to be licensed and hold certificates of approval.

CASE STUDY – Western Springs Stadium, Auckland – Groove in the Park

15 Visibly monitoring and enforcing supply to minors

Visibly monitoring and enforcing responsible alcohol service increases compliance with SSAA. Overt (and at times covert) monitoring supported by clear, swift and meaningful consequences for breaches will ensure compliance and reduce risks.

The event organisers (or licensees) should employ a professional security provider with experience in large event control, and ensure their security management plan and resources are sufficient for the event. Bar and security staff should be fully aware of the law in relation to minors and ID checks, and ensure they are complied with.

It makes sense to adopt a policy of checking ID for anyone who appears to be under 25 years old. This can protect bar staff and licensees. The onus is on the patron to prove they are old enough to purchase alcohol or be in a licensed area. If they cannot supply suitable proof, they should not be served or allowed into a licensed area.

SSAA provides for four age photograph identification documents:

• New Zealand passport
• overseas passport (although many large events do not accept this type of document)
• New Zealand driver's licence
• an approved 18+ photo identification card (eg, Hospitality NZ 18+ card).

In every case it is important that the server closely checks the details of the document in a well lit area, including the date of birth, and confirms the identity of the person by their photograph. IDs should also be checked to ensure they are real and not fake. For more guidance on checking IDs, see HPA's Manager's Guide 2014.

Regulatory agencies should actively monitor and enforce the supply to minors' provisions of SSAA at large events. Controlled purchase operations should be carried out at all high-risk events where there is likely to be a large number of minors attending. Controlled purchase operations should still be carried out at other large events but on a less frequent basis (depending on risk).

CASE STUDY – Addington Raceway, Christchurch

CASE STUDY – Eden Park, Auckland – infringement notice being served on a minor

16 Visibly monitoring and enforcing the law on intoxication

It should be made clear before the event that intoxicated persons will not be permitted to enter, and reiterated at the venue.

Ideally, patrons should be scrutinised for intoxication or behavioural issues when they arrive in the vicinity of the venue, rather than solely at the entry point. However, the ability to do this will be affected by the geography of the area around the venue.

Gate staff (ticket takers) should be trained and briefed to look for patrons showing signs of intoxication. Where they are not employed by the security provider, there should be enough trained security staff close by dedicated to dealing with potentially intoxicated (or troublesome) patrons.

Bar and security staff should be fully aware of the signs of intoxication and the law on intoxication and ensure it is properly complied with. This (as well as the law in relation to minors) can be made clear by the Police when briefing duty managers before the event starts.

Regulatory agencies should actively monitor and enforce the intoxication provisions of SSAA at large events.

CASE STUDY – Hokitika Wildfoods Festival

The use of intervention tools should be considered to reduce the likelihood of intoxication, such as HPA's Intoxication Prevention Tool. For more information, see HPA's Creating a Responsible Drinking Environment: Host responsibility guidelines for licensed premises (2009).

17 Providing safe areas for intoxicated patrons

It is sensible to provide potentially safe places for intoxicated people to sober up and consider ways to get them home or to another safe place. These areas should be staffed by trained and experienced professionals such as ambulance officers, or other qualified first aiders. In many instances First Aid areas are used.

For many large events (especially high-risk events) it may be necessary to provide a Safe Zone staffed by ambulance officers and other medical professionals. For more information, see HPA's Guidelines for Safe Zones at Large Events (2014).

Note: SSAA covers exceptional circumstances where an intoxicated person can conditionally be allowed to remain on the licensed premises:

It is a defence to a charge under subsection (1) of this section if the defendant satisfies the Court that, as soon as the defendant or any employee of the licensee became aware of the situation, reasonable steps were taken in respect of each person concerned, either to take that person to a place of safety on the licensed premises or to remove that person from the licensed premises.

It is important to note that since SSAA does not define a 'place of safety', licensees and event managers should seek advice and approval from their regulatory agencies before an event. The provision of places of safety can be made a condition of a Special licence.

CASE STUDY – Westpac Stadium, Wellington

CASE STUDY – Hokitika Wildfoods Festival – cooking demonstrations

CASE STUDY – Westpac Stadium, Wellington

18 Patrons' entertainment

Boredom coupled with available alcohol may increase the risk of longer and more alcohol consumption and potential aggression – so at events such as cricket, where play may stop for long periods, adequate alternative entertainment should be provided.

Strategies should be considered to engage patrons, especially if there is a break in procedures (eg, rain-interrupted cricket). Entertainment could also be considered for shorter events (eg, pre-match entertainment).

19 Post-event evaluation

A post-event review and evaluation will enable informed decisions on embracing, adapting or discarding strategies and actions. A formal debriefing should be held with all key stakeholders as soon after the event as possible.

The debrief should:

• assess the merit, worth and significance of the strategies and actions used
• identify any outstanding issues for resolution
• identify any issues that needed to be addressed during the event
• build the expertise of those involved in the event, including the event organiser, by understanding the lessons learned
• seek feedback for future events
• prepare recommendations for future events.

The Law

Intoxication

Sale and Supply of Alcohol Act 2012
Part 2 – Subpart 8 – Offences and closure of premises

248 Sale or supply of alcohol to intoxicated people

(1) The licensee or a manager of any licensed premises who sells or supplies alcohol to an intoxicated person commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction, –

  (a) In the case of a licensee, to either or both of the following:

    (i) A fine of not more than $10,000:

    (ii) The suspension of the licensee's license for a period of not more than 7 days:

  (b) In the case of a manger, a fine of not more than $10,000.

(3) A person who is not a licensee or manager of licensed premises and who sells or supplies alcohol to an intoxicated person commits an offence.

(4) A person who commits an offence against subsection (3) is liable on conviction to a fine of not more than $2,000.

(5) Subsection (3) applies irrespective of any liability that may attach to the licensee or any manager in respect of the same offence.

249 Allowing people to become intoxicated

(1) The licensee or a manager of any licensed premises who allow any person to become intoxicated on the premises commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction, –

  (a) In the case of a licensee, to either or both of the following:

    (i) A fine of not more than $10,000:

    (ii) The suspension of the licensee's licence for a period of not more than 7 days:

  (b) In the case of a manager, a fine of not more than $10,000

252 Allowing intoxication on licensed premises

(1) The licensee or a manager of any licensed premises who allows an intoxicated person to be or remain on the licensed premises commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction to a fine of not more than $5,000.

(3) It is a defence to a charge under subsection (1) if the defendant satisfies the court that, as soon as the defendant or any employee of the licensee became aware of the situation, reasonable steps were taken in respect of the intoxicated person concerned, either –

  (a) to take the person to a place of safety on the licensed premises; or

  (b) to remove the person from the licensed premises.

253 Allowing disorderly conduct on licensed premises

(1) The licensee or a manager of any licensed premises who allows any violent, quarrelsome, insulting, or disorderly conduct to take place on the licensed premises commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction to a fine of not more than $10,000.

(3) It is a defence to a charge under subsection (1) if the defendant satisfies the court that, as soon as the defendant or any employee of the licensee became aware of the situation, reasonable steps were taken in respect of each person involved in the conduct concerned either –

  (a) To take the person to a place of safety on the licensed premises; or

  (b) To remove the person from the licensed premises.

Minors

Sale and Supply of Alcohol Act 2012
Part 2 – Subpart 8 – Offences and closure of premises

241 Supplying alcohol to minors

(1) A person who supplied alcohol to a minor commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction to a fine of not more than $2,000.

(3) It is a defence to a charge under subsection (1) if the person supplying the alcohol (the **supplier**) –

(a) Is a parent or guardian of the minor, and supplies the alcohol in a responsible manner; or

(b) Believes on reasonable grounds that the minor is not a minor; or

(c) Believes on reasonable grounds that subsection (7) applies to the minor, and supplies the alcohol in a responsible manner; or

(d) Believes on reasonable grounds that he or she has the express consent of the parent or guardian of the minor, and supplies the alcohol in responsible manner.

(4) When considering for the purposes of subsection (3)(a), (c) or (d) whether alcohol was supplied to any person in a responsible manner, the court may, in relation to the occasion on which the alcohol was supplied, take into account the following:

(a) The steps taken by the supplier to supervise the consumption of alcohol:

(b) Whether food was provided with the alcohol:

(c) Whether a choice of low-alcohol or non-alcoholic beverages, or both, was offered:

(d) The nature of the occasion

(e) Any arrangements for, or provision of, safe transport:

(f) The period over which the alcohol was supplied:

(g) The strength and volume of the alcohol supplied:

(h) The age of the minor:

(i) Any other matter it thinks relevant in the particular circumstances.

(5) Subsection (1) applies irrespective of any liability that may attach to the license or any manager or other person in respect of the sale or supply of the alcohol.

(6) A person does not commit an offence against subsection (1) by supplying alcohol to a person who then supplies it to a third person who is a minor, unless it is proved that the person knew or had reasonable grounds to believe that the alcohol was intended for a minor.

(7) This subsection applies to a minor at any time if he or she is then no longer subject to guardianship by operation of section 28 of the Care of Children Act 2004.

245 Permitting minors to be in restricted areas or supervised areas

(1) A licensee or manager of any licensed premises who allows a minor to enter or remain in a restricted area or supervised area in contravention of section 244 commits an offence.

(2) A person who commits an offence against subsection (1) is liable on conviction to a fine of not more than $2,000.

(3) In any proceedings for an offence against subsection (1) in respect of allowing a person (the **customer**) to entre or remain in a restricted area or supervised area, it is a defence if the defendant proves that –

(a) There was produced to the defendant, or an agent or employee the defendant, a document purporting to be an approved evidence of age document: and

(b) The defendant, agent, or employee believed on reasonable grounds that the document

(i) Was an approved evidence of age document; and

(ii) Related to the customer; and

(iii) Indicated that the customer was not a minor; and

(c) The defendant, agent, or employee, reasonably believed that the customer was not a minor; and

(d) The defendant satisfies the court that, as soon as the defendant, agent, or employee became aware of the situation, reasonable steps were taken to remove the customer from the restricted area or supervised area.

(4) In any proceedings for an offence against subsection (1) in respect of allowing a person (the customer) to enter or remain in a restricted area or supervised area, it is a defence if the defendant proves that the defendant, or an agent or employee of the defendant, verified the customer's age using an approved evidence of age system in the approved manner.

Promotion of Alcohol

Sale and Supply of Alcohol Act 2012
Part 2 – Subpart 8 – Offences and closure of premises

237 Irresponsible promotion of alcohol

(1) A person commits an offence if, in the course of carrying on a business, that person –

(a) Does anything that encourages people, or is likely to encourage people , to consume alcohol to an excessive extent, whether on licensed premises or at any other place; or

(b) Promotes or advertises discounts on alcohol in a way that leads people, or is likely to lead people, to believe that the price is 25% or more below the price at which the alcohol is ordinarily sold. (other than –

(i) on licensed premises; or

(ii) in the catalogue or similar price-list of the holder of an off-license endorsed under section 40); or

(c) Holds or has on licensed premises a promotion or advertisement of discounts on alcohol that –

(i) leads people, or is likely to lead people, to believe that the price is 20% or more below the price at which the alcohol is ordinarily sold; and

(ii) can be seen (or, in the case of an audible promotion or advertisement, heard) from outside the premises; or

(d) Promotes or advertises alcohol that is free of charge (otherwise than –

(i) by promoting or advertising the complimentary sampling of alcohol for consumption on premises for which an off-license is held; or

(ii) by a promotion or advertisement within licensed premises that cannot be seen (O)r, the case of an audible promotion or advertisement, heard) from outside the premises); or

(e) offers (otherwise than by means of an offer made only on licensed premises, and made only in relation to the buying of alcohol on those premises) any goods or services, or the opportunity to obtain any goods or services, or the opportunity to win a prize, on the condition that alcohol is bought; or

(f) promotes or advertises alcohol in a manner aimed at, or that has, or is likely to have, special appeal to, minors.

(2) Subsection (1)(e) does not apply to a loyalty programme that provides rewards or discounts, unless the rewards or discounts apply only or primarily to alcohol.

(3) A person who commits an offence against this section is liable on conviction, –

(a) In the case of a licensee, to either or both of the following:

(i) a fine of not more than $10,000:

(ii) the suspension of the licensee's license for a period of not more than 7 days:

(b) In the case of any other person, to a fine of not more than $10,000.

Appendix 1:
A guide to writing an alcohol management plan for a large event

An alcohol management plan (AMP) is a document that details how alcohol sale and supply and alcohol-related risks are to be managed for a particular event and at a specific venue.

What is an alcohol management plan?

An alcohol management plan (AMP) is a document that details how alcohol sale and supply and alcohol-related risks are to be managed for a particular event and at a specific venue, and aligns these risks with proven procedures to manage them. It should be based upon a pre-event risk assessment specific to the event type and should integrate with other components of the event, such as promoting the event, communications, security and staff training. It should detail how the event will comply with SSAA as well as the conditions of the Special licence.

Why have an alcohol management plan?

Alcohol is not like any other product, and this is reflected in the law that requires a licence to sell or supply it. It is a powerful psychoactive drug and can cause some people to behave irresponsibly and/or dangerously. There is a risk that it will cause harm and, because of this, it requires specific risk management practices and strategies. Furthermore, the AMP should be included with the application for the Special licence for the event and thereby form the basis of enquiry by the regulatory agencies.

How to develop an alcohol management plan

The AMP should be developed by the applicant for the Special licence, in consultation with the regulatory agencies and other key stakeholders (eg, security provider, catering provider, ambulance officer).

The operation of a Special licence is contingent on the AMP being properly implemented and it is important that it creates accountability against each of the risks identified.

The AMP should:

- identify all risks posed by the event
- propose strategies and actions for reducing and/or eliminating those risks
- identify who is responsible for each action
- develop key performance indicators (KPIs) that measure whether the strategies and actions proposed are effective.

Strategies and actions should be developed to address specific risk factors, such as:

- the impact of alcohol on individuals
- the drinking setting/context
- the characteristics of individual drinkers (eg, age, sex)
- broad and local expectations and values associated with drinking, specifically for the event.

Using intoxication as an example, the AMP should:

• identify intoxication as a risk

• break the risk into components – eg, patrons drinking excessively, patrons smuggling alcohol into the event

• align procedures (strategies and actions) to each risk component to reduce and/or eliminate the risk – eg, limiting the number of drinks per purchase to reduce the risk of excessive drinking, checking bags and refusing entry to those smuggling alcohol into the venue

• identify the person(s) responsible for carrying out each action – eg, licensee, duty managers, security provider

• include measures (or KPIs) for each action to determine whether the procedures are effective – eg, there are no intoxicated patrons in the venue, alcohol is not brought into the venue.

Other strategies and actions within the AMP include:

• imposing alcohol restrictions on entry

• banning alcohol promotions

• restricting the hours of alcohol sales

• controlling drink containers

• controlling the number of serves per person

• controlling the unit volume of each drink (i.e. one standard drink)

• restricting the alcohol types supplied (eg, wine and beer only)

• providing and promoting a reasonable range of food and at reasonable prices

• ensuring intoxicated patrons and minors are not served alcohol

• ensuring security and bar staff are properly managed and suitably trained

• communications planning.

Additional items to include may be:

• event details – gates open, event start and finish times, indication of attendance

• locations in public areas selling alcohol, food and non- and low-alcohol products

• proposed alcohol products for sale with container information, proposed food and non- and low-alcohol products for sale

• proposed hours of alcohol sales

• corporate areas for the event, with an indication of numbers

• any proposed family/whānau or chill-out areas

• operations matters including gate check strategy, communication strategy, staff briefing

• duty manager names

• if required (because of event type), members of the consultative group and a proposed meeting timetable to review the AMP during the event.

For further guidance, see Appendix 2: Template for an alcohol management plan.

To download a blank template of the alcohol management plan, go to alcohol.org.nz

Appendix 2:
Template for an alcohol management plan

Licensee name	Trading name	Licence number

- This plan is to be used as an operational **risk management** tool for dealing with alcohol related concerns and is regularly reviewed and updated.
- **This plan is to be followed by all staff and security while the premises is operating under an alcohol licence.** A copy will be maintained and be available to all staff at all times for reference.
- **This plan forms part of our Host Responsibility training.** All staff are aware of alcohol, resource and noise management requirements for the premises.
- It is our job to ensure the best result from any situation while maximising safety of staff and customers and maintaining amenity and good order.
- Every individual is a (potential) guest and must be treated so.

Things to consider

- **What aspects of intoxication/minors/customer behaviour etc. pose a risk? eg, excessive consumption; drink spiking; removal from premises, etc.**
- **What actions will be taken before, during and after the event to mitigate risk?**
- **How and where will you record an incident? Are there any other relevant documents eg, a resource consent?**

Intoxication

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Minors

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Customer behaviour

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Premises management

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Host Responsibility

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Staff training

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Noise management

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Operational structure

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

Agencies and monitoring

Identified risk	Risk level (LOW, MEDIUM or HIGH)	Risk management actions	Persons responsible	Resources / recording / outcomes

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