

# Guidelines for Managing Alcohol at Large Events

A large crowd of people is shown at a night event, likely a concert or festival. The scene is filled with confetti and streamers falling from the sky. In the background, there are bright stage lights and a large screen displaying a white graphic. The crowd is dense, and many people have their arms raised, some holding up phones to capture the moment. The overall atmosphere is festive and energetic.

**Te Whatu Ora**  
Health New Zealand

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# Introduction

*Combining large numbers of people and the consumption of alcohol requires careful planning to ensure the event is run safely and meets the object of the Sale and Supply of Alcohol Act 2012 (the Act). These Guidelines offer advice, guidance and recommendations for people planning alcohol management at large events. It is written for both event professionals and one-off event holders.*

The guide provides best-practice models to help you manage the sale and supply of alcohol at a large-scale event. It combines the legal requirements of the Act and managing the sale of alcohol safely.

The responsible management of alcohol means providing a safe and enjoyable environment for patrons and serving alcohol in a way that does not allow patrons to become intoxicated. This guide incorporates the change in culture of events from one that accepts, tolerates and sometimes celebrates drunkenness to one that does not. An alcohol management plan should focus on risk management and a 'more moderation – less harm' drinking culture based on reducing consumption. The event itself should be the entertainment, not the alcohol.

Managing alcohol consumption is a major part of event management and must be planned with a proactive risk management approach and harm minimisation strategies well in advance of the event itself.

## **The object of the Act is:**

- the sale, supply and consumption of alcohol should be undertaken safely and responsibly; and
- the harm caused by the excessive or inappropriate consumption of alcohol should be minimised.

## **The harm caused by the excessive or inappropriate consumption of alcohol includes:**

- any crime, damage, death, disease, disorderly behaviour, illness or injury, directly or indirectly caused, or directly or indirectly contributed to, by the excessive or inappropriate consumption of alcohol; and
- any harm to society generally or the community, directly or indirectly caused, or directly or indirectly contributed to, by any crime, damage, death, disease, disorderly behaviour, illness or injury of a kind described above.

## **Components of alcohol management**

There are several elements to consider when you are planning a large-scale event that involves the sale of alcohol. These will all contribute to making the event a success.

### **1. Set expectations before the event**

Every event is different, with different audiences, age groups, and demographics, so each event must be considered on a case-by-case basis. If children are present, there may be increased risks related to the sale of alcohol at some events, and similarly there can be events where the sale of alcohol will play only a minor role in the overall activity. Some events may require a special licence, for example if they are held at a normally unlicensed venue, or at a venue currently licensed but where the licence conditions do not apply to the proposal. There is no one solution or alcohol management plan that suits every event.

When the event is in the conceptual stage, think about the following:

### Considerations

- What the event is.
- The venue type (open field, stadium, lake front, etc).
- The time of day the event is taking place.
- The age of the people attending – whether it is R18 or all ages.
- How, where and when alcohol will be sold/ supplied – whether there will be one point of sale or several, and if there will be alcohol-free areas.
- Provisions for free drinking water.
- The standard of behaviour and/or dress code.
- Traffic/transportation considerations.
- Sponsorship for the event – making sure it is age appropriate.
- Whether the sale of alcohol is appropriate for the type of event.
- The possibility of the event being alcohol free and whether you need to sell alcohol for the event to be successful.
- Other facilities such as toilets.
- Access and facilities for disabled patrons.

### Consequences of not getting it right

- Unsafe drinking environment.
- Intoxication not managed.
- Minors not managed.
- Noise issues.
- Disruptive/disorderly behaviour.
- Impact on amenity and good order of the immediate surrounding environment.
- Breaches of alcohol ban areas.
- Complaints.
- Reputational damage to event organisers and sponsors.
- Impact on future events.

### Risk mitigation

- Venue/bar layout (CPTED).
- The types of alcohol that will be available for sale/supply, including low-alcohol drinks.

- Restrictions that will be in place in terms of the number of alcoholic drinks that can be sold/ supplied at any one time.
- Food that will be available – whether it is appropriate to the scale of the event and demographics of the people attending.
- Security – how many there will be, and their role.
- Crowd screening on entry.
- Right of refusal to enter the venue – on what basis.
- Staffing and training for the event.

### To help reduce risk you can:

- make water freely available and easy to access
- ensure that food is available at affordable prices, and in a reasonable timeframe
- provide a separate area for the sale of non-alcoholic beverages – this stops minors having to queue where alcohol is being sold
- use policy measures such as pricing eg, the pricing of products to reflect their alcohol content
- actively and properly monitor and enforce the Act and Alcohol Management Plan
- use ‘mystery shoppers’ to identify breaches of the Act
- control (and if necessary reduce) the number of alcohol sales outlets and/or number of serves per person at the event
- minimise alcohol-related harm and comply with health and safety
- restrict alcohol promotion and advertising at the event and in marketing material.

## 2. Prepare an Alcohol Management Plan

The District Licensing Committee will require the production of a management plan for any large-scale event. This plan should outline what the licensee proposes in terms of the safe sale and consumption of alcohol as well as security, monitoring, public health concerns and impact on the surrounding area.

A robust Alcohol Management Plan (AMP) is a crucial component for an event to be successful. The primary objectives of an AMP are to:

1. provide a safe and enjoyable environment
2. prevent intoxication
3. prevent underage purchase and/or consumption of alcohol
4. ensure compliance with the alcohol licence and the Act
5. provide a tool for you to brief and train staff and set out how you expect the event to be managed.

The AMP describes how you plan to achieve your expectations for the event in light of these objectives. The plan is a foundation document that should cover all aspects of alcohol service. It needs to identify and mitigate risks of alcohol-related harm. To be effective it also needs to be specific to the event, the venue and demographics of the people attending it. It should integrate with other components of the event, such as promotions, communications, security, and staff training.

When you draft your AMP it is useful to involve those who will be working on the day and putting the plan into practice such as security, staff trainer and venue management.

**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 indicators that measure whether the proposed strategies and actions are effective
- be available to all duty managers on the day.

*Refer to Alcohol Management Plan template page 15*

### 3. Plan and collaborate effectively

Once you have decided on how you see the event working, the next step is to meet with the Licensing Inspector, Police and Medical Officer of Health. If you need a special licence, all three will be reporting on the application so it would be wise to ensure they understand fully from the start how the event is to be run. This should be undertaken as soon as possible.

The Police, Licensing Inspector and Medical Officer of Health are jointly known as the 'Tri-Agencies'. Individually they will be reporting on any application for a licence. The Police and Licensing Inspector may also be present during the event to monitor it and to ensure compliance with the licence conditions and legislative requirements. It is helpful to have a pre-lodgement meeting with the Tri-Agencies to discuss your application.

The Tri-Agencies will weigh the proposal and your Alcohol Management Plan against the object of the Act. They need to be comfortable that the sale of alcohol at the event will be undertaken safely and is unlikely to contribute to alcohol-related harm. They will be scrutinising the way alcohol is to be sold, and what steps you have in place not only to limit intoxication but also to reinforce the message of 'more moderation – less harm', based on reducing consumption per occasion.

They have a duty under the Act to ensure compliance with any licence for the sale and supply of alcohol. If any aspect of the proposal or AMP gives cause for concern in relation to the object of the Act, the application for a licence may be opposed and determined by way of a public hearing before the District Licensing Committee. This would mean significant delays in the licence being approved or, at worst, the licence application being refused.

The more collaboratively you work with the Tri-Agencies, the less likely you will have opposition to your application.

You might also consider approaching the local Māori wardens in your district to see whether they would like to be involved in your event. Depending on the nature of the event, Māori wardens may agree to volunteer their services by being present when the event takes place. Māori wardens have a

long-standing and trusted relationship with Māori communities as well as specific alcohol-related statutory powers under the Māori Community Development Act 1962, which in effect enable them (among other things) to take action that would reduce the risk of alcohol harm to Māori and/or others in the vicinity of the event.

#### 4. Apply for a special licence

An application for a special licence must be filed a minimum of 20 working days before the event is being held. For large events it is recommended that the application be filed about three months before the event to give the Tri-Agencies sufficient time to process it and communicate with you and each other.

Documents that must accompany special licence applications are:

- details of the event itself (supply the run sheet if possible)
- days and times that alcohol is to be sold
- the Alcohol Management Plan
- the Security Plan (event dependent)
- a site plan and/or floor plan showing licensed areas, amenities, parking, etc
- details of at least one certificated manager
- permission from the landlord for the event (council dependent).

#### Drug checking and alcohol licensing

- The Sale and Supply of Alcohol Act 2012 and the Misuse of Drugs Act 1975 (specific to the drug and substance checking amendments 2021) share the same policy intent, which is to minimise substance-related harm.
- Nothing in either Act precludes events with alcohol licences from operating in proximity to drug checking services.
- Similarly, nothing in either Act precludes events from holding an alcohol special licence while also hosting drug checking services.
- As part of a licence application for a large event, the Sale and Supply of Alcohol Act 2012 provides for applicants to work with Police and the territorial authority to develop a bespoke event

management plan. The event management plan supports event providers to manage risk and ensure patron wellbeing.

- Police advise that where an event provider believes illicit drug use may be an issue, action steps to deal with this (such as having bag searches as a condition of entry, a policy of removal from the event for those caught with illegal or controlled drugs, and/or a policy for how to manage intoxicated people, among others) should be included in the event management plan.
- Further, Police guidance is that people's presence in or near a drug checking service area is not sufficient grounds to enact a warrantless search.

#### 5. Communicate expectations before the event

It is imperative to let ticket holders know of conditions of entry and what to expect when they attend. This will ensure that everyone attending is aware of how the event will take place so there are no surprises. Communicate using all means at your disposal such as social media, emails, and working with the ticketing companies.

Actions to consider taking include:

- spreading the time of arrival
- not allowing alcohol to be brought to the event
- banning alcohol in the carpark
- wandling or patting down on arrival and searching bags
- banning opened drink containers coming into the event to avoid smuggling/hiding alcohol in different vessels
- not allowing alcohol to be removed from the site at the end of the event
- requiring proof of age as a condition of entry
- refusing entry to patrons deemed intoxicated, or removing them from the venue
- enforcing a standard of behaviour
- having a dress code (eg, no patches, jandals, umbrellas, etc)
- providing information about transport options to and from the event
- regulating the size of bags permitted in the venue.

# Strategies and actions for alcohol management

*No one component of an Alcohol Management Plan can reduce the risk of alcohol-related harm; it is a combination of several strategies that will achieve this. The success of an event will be the result of understanding the demographics of event goers, planning carefully, and having a robust AMP that recognises the risks of alcohol-related harm specific to the event, has clearly defined strategies in place to reduce that risk, and defines management roles in implementing those strategies.*

## Event Management

### 1. Decide on the number and location of bars

The number of bars should depend on the type of event, the numbers anticipated and the age demographics of the patrons attending.

Where possible, points of sale for alcohol should be located near food outlets and water stations. If queues for alcohol are too long, or are slow moving, patrons can become impatient and tempers frayed.

A further negative impact of long queues is having patrons attempting to stockpile alcohol to avoid further queues.

Monitoring points of sale is important. Small queues provide the opportunity for security and point of sale supervisors to check ID for those thought to be under the age of 25. It allows for monitoring of behaviour in the queue and time to look for signs of intoxication.

The legislation requires that specific notices/signs are on display:

| Sign                               | Location                 |
|------------------------------------|--------------------------|
| Copy of licence                    | Principal entrance       |
| Licensed hours                     | Principal entrance       |
| Name of Duty Manager               | Principal entrance       |
| Name of Bar Supervisor             | Point of sale (optional) |
| Non-Service to Minors              | Point of sale            |
| Non-Service to Intoxicated Patrons | Point of sale            |
| Safe transport options             | Point of sale            |

Signs are available on [resources.alcohol.org.nz](https://resources.alcohol.org.nz), or you can customise your own.

## 2. Decide on the proposed hours of sale

Hours should be carefully considered by the licensee. Hours for the sale and supply of alcohol should depend on the event itself, and what the existing licence or special licence hours are. The longer the premises are open for the sale of alcohol, the higher the chance of increased consumption and potential for intoxication.

Licensed hours generally start a short time before the event starts and finish before the event ends. It is also acceptable for limited access areas such as hospitality or private box areas to have hours that extend both before and after the event.

A licensee can close the bars or reduce the number of outlets at any time during the event if required, either by a management decision or following liaison with security, event management and the Tri-Agencies.

There are certain circumstances in which Police can close an event: if there is a risk of a riot, fighting or serious disorder, or a threat to public safety.

## 3. Provide training and leadership of bar staff

Training of bar staff is crucial to a successful event. They are at the front line serving the customers and need to be fully aware of what they can and cannot do, and what they are responsible for. Before the event, staff should be trained and briefed on what to expect from the crowd, such as age and demographics.

Staff need to be able to confidently identify and deal with potentially intoxicated patrons or minors. They need to be equipped with protocols for handling situations including what to do if a person is showing signs of intoxication or cannot provide acceptable identification, and how to escalate a situation to a team leader and/or security. Staff should be confident in their own judgement and be aware they have the right to refuse to serve alcohol to any patron.

A pre-event meeting with frontline staff can be a useful tool to remind staff of their obligations, or as a follow-up to any other pre-event training undertaken.

### Staff should be trained in the:

- conditions of the licence and the defined licensed area
- way to properly assess and identify the signs of intoxication
- accepted forms of identification, and the correct way to check them, including what to look for with fraudulent ID
- non-service to prohibited persons (such as minors or intoxicated patrons)
- ways to handle patrons who are intoxicated
- number of permitted serves at any one time
- staff member's own role within the Alcohol Management Plan, and who they are directly accountable to.

There are a number of publications that are readily available as training tools. ServeWise is a free online Host Responsibility training tool for frontline bar staff. It provides users with an understanding of the Sale and Supply of Alcohol Act, with a strong focus on intoxication, minors, server intervention and host responsibility.

*To access ServeWise, or to order signage and other resources go to [resources.alcohol.org.nz](https://resources.alcohol.org.nz)*

## 4. Recruit proficient security providers

Security play a crucial role in large-scale events where the risk is deemed to be medium to high. The number of security staff employed will be based on the type of event being held, the age of the patrons attending and the event risk rating.

It is advisable to consult with the security provider when drafting your Alcohol Management Plan.

Any security personnel who have a position of trust (such as dealing with money or private property), or if there is a reasonable expectation or possibility that physical force might be required, must be certificated under the Private Security Personnel and Private Investigators Act 2010. They must hold, carry and display a current Certificate of Approval (COA).

Event staff (unlicensed) can be placed in roles monitoring the patrons or boundaries of the event area. If issues or problems arise, these must be brought to the attention of the certificated security staff for them to resolve.

Risk assessment of the event may require a separate Security Plan. These plans should set out the:

- role of security, including:
  - entry/exit to the venue
  - bag searches
  - other search techniques (wandering and/or pat downs) if required
  - queue management
  - age assessments on entry (if it is an R18 event) or before joining any queue to purchase alcohol
  - intoxication assessments on entry to the venue, at queues for alcohol and in all other general areas
  - boundary monitoring
  - crowd control
- hierarchy of security – who they report to, how often, etc
- security protocols for communicating with Police and escalating issues to them
- protocols in place for:
  - patrons deemed intoxicated
  - patrons potentially affected by other drugs
  - minors in areas where they are not permitted
  - disorderly or unruly crowd behaviour
  - removing patrons from the venue
- emergency situation training and processes
- method of maintaining records and reporting incidents
- training of security staff.

The company providing the security services must hold a licence to do so and be able to develop the Security Plan and provide suitable leadership. It is recommended that they are a member of the New Zealand Security Association.

## 5. Ensure amenity and good order

Amenity and good order is defined in the Act as “...the extent to which, and ways in which, the locality in which the premises concerned are sited... is pleasant and agreeable”. It has a physical or tangible component, which may include (and is not limited to) the provision of parking facilities; traffic density and movements; quality of infrastructure; and absence of noise and disorder.

The amenity and good order of an area or locality close to a licensed venue is a consideration that a District Licensing Committee must take into account when determining a licence application.

This means having some form of influence over what occurs outside the venue. This may be difficult for a licensee to achieve given they are unlikely to have any legal right over the area. But some simple points to consider when planning your event that can help to lessen disruption in the surrounding environs are:

- interacting with local residents and businesses
- using a Noise Management Plan where appropriate
- deploying dedicated security in the locality around the venue on the event day to discourage loitering or bad behaviour and to minimise any nuisance or disorder
- providing a hotline for residents to call to report any issues or problems
- having rubbish contractors on duty during and after the event in the surrounding locality
- providing appropriate lighting for the exterior to monitor behaviour
- ensuring ticket holders are aware of alternative public transport options from the venue
- ensuring alcohol is not removed after the event
- advocating for the enforcement of any surrounding liquor bans. Or liaise with Police and council for a temporary liquor ban in the surrounding area for a few hours before and after the event

- having a Traffic Management Plan where appropriate
- discouraging patrons from driving under the influence of alcohol. Consider:
  - hiring breathalysers in order to offer tests at the venue so patrons know if they are within the legal breath alcohol limit to drive. These tests can also de-personalise an intoxication assessment
  - operating buses if alternative forms of transport are not available.

Consider approaching Māori wardens in your district to see whether they may be able to help in this area.

# Host Responsibility

## 1. Restrict alcohol on entry

A robust and successful Alcohol Management Plan depends on the licensee maintaining tight control over the sale and supply of alcohol. Allowing patrons to bring their own alcohol to an event will diminish this ability and can lead to intoxication, underage consumption or other serious breaches of licence.

Advising ticket holders from the outset of conditions of entry is imperative. Patrons need to be aware that security will be checking bags on entry or contraband, and if any alcohol found is not forfeited to an amnesty bin, entry to the event will be denied. Some venue operators will deny entry if a patron is caught attempting to bring alcohol into a venue – for breaking the rules prior to entry.

## 2. Provide low- and non-alcoholic drinks

The law requires that at all times alcohol is being sold for consumption a reasonable range of non- and low-alcohol beverages must be available. These should be suitable for the age and demographics of the event being hosted and be readily accessible.

Low alcohol is defined as between 1.15% and 2.5% alcohol by volume (ABV). Promoting low-alcohol drinks through a difference in price point is an effective way of steering patrons towards the lower-alcohol option and reinforcing the 'more moderation – less harm' message. Promoting and stocking a good range of mid-strength beers (between 2.5% and 3.5% ABV) can also help reduce intoxication at events.

A number of zero-alcohol beers are now available which are gaining in popularity. But be cautious about having the same products in regular, low and zero alcohol, as there can be confusion from a serving perspective. You must, however, still provide a low-alcohol beer even if you are serving a zero-alcohol beer.

## 3. Provide free drinking water

The provision of free drinking water is a key component of any Host Responsibility policy and it should be an easy and accessible alternative to alcohol.

It is a legal requirement for free drinking water to be easily available anywhere alcohol is for sale. The DLC is also likely to require clean drinking vessels to be provided throughout the event at any water station while alcohol is available for sale or supply.

Water should be promoted with clear signage and be visible throughout the venue.

The licence for the event may stipulate where free water is to be available, for example from the alcohol point of sale as well as dedicated water stations throughout the venue.

## 4. Provide food

It is a legal requirement for food to be available throughout the event and at all times when alcohol is available for sale or supply. The number of outlets will depend on the patron numbers anticipated, the layout of the venue, the type of event and running times. The type of food available needs to be targeted at the age and demographics of the audience the event is attracting.

### The legal requirement for the availability of food is:

- A reasonable range of food must be available in portions for a single customer.
- The food needs to be at reasonable prices.
- Food must be able to be served within a reasonable time period from ordering.

Food outlets need to be easily identifiable with clear signage and relatively close to the bar serverly if possible. Food is a key component in slowing down the absorption of alcohol and should be actively promoted by the licensee. Carbohydrates slow down the absorption of alcohol.

Consider keeping some or all food outlets open following the event, or having additional food trucks in the carpark. This can stagger the leaving time of patrons.

## 5. Reduce intoxication

**The legal definition of intoxication is:**

*“...observably affected by alcohol, other drugs, or other substances (or a combination of 2 or all of those things) to such a degree that 2 or more of the following are evident:*

- a. appearance is affected:
- b. behaviour is impaired:
- c. co-ordination is impaired:
- d. speech is impaired”.

The law specifies that people are not permitted to become intoxicated, and if they do they are not to remain on licensed premises. They must also not be served or sold any further alcohol. There are significant penalties for the licensee, named manager on duty and server if this does occur. It can have serious consequences for the venue and the event. Fines can be imposed of up to \$10,000 for both the licensee and the manager, and up to \$2,000 for the server. In addition to any potential fine, the licence itself and manager certificate for the duty manager can be suspended.

It is against the law to hold any promotion that will encourage excessive consumption of alcohol. This needs to be taken into consideration when obtaining sponsorship for an event.

A responsible licensee will promote moderation in alcohol consumption to ensure that the event is successful. Having low-alcohol beverages at a lower price point is an effective and popular tool to encourage this. It reduces the risk of alcohol-related harm and means the legislation will be complied with.

Frontline service staff need to be fully briefed on all procedures for dealing with a patron showing signs of intoxication, including strategies that can be implemented to slow down the consumption of alcohol and techniques for refusing service to a person deemed to be influenced by alcohol to avoid a potentially difficult situation. Training

staff in intervention before a customer is deemed intoxicated reduces the risk of alcohol-related harm and further cements the ethos of ‘more moderation – less harm’. The intoxication assessment tool is a useful training guide for all staff members.

Queues provide an efficient and effective way of monitoring and assessing patrons. While patrons are queuing for alcohol, security staff and/or the point-of-sale supervisor can evaluate levels of intoxication and patron behaviour including interaction with others in the queue.

A queue that is too long and slow moving has potential for problems, but patrons will generally not mind being in a long queue provided it is continually moving.

There must be clear lines of communication between security and bar management to ensure that any potentially intoxicated person is dealt with according to the Alcohol Management Plan protocols and procedures.

**Measures to put in place to reduce the likelihood of intoxication occurring are the:**

- promotion of low- and non-alcoholic beverages
- promotion of food
- promotion of free drinking water
- reduced prices for low-alcohol beverages
- reduction of alcohol promotions
- monitoring of crowds
- monitoring of point-of-sale queues
- maximum number of serves per person
- staff training.

Other substances can also mirror the signs of alcohol intoxication. Depending on the demographics of the event, you might consider having procedures in place for dealing with patrons potentially under the influence of other substances. This may include taking them to a place of safety monitored by ambulance staff.

Certain medical conditions and disabilities may display characteristics similar to intoxication. Make sure you do not make assumptions, and be respectful and careful before pronouncing a patron customer intoxicated.

## 5.1 Decide on the types of alcohol

The types of alcohol available depends on the age and demographics of the patrons expected to attend. The range can also help reduce the risk of alcohol-related harm by offering more than one low- or mid-strength alcohol option.

As well as the standard low-alcohol beer there are a number of reduced-alcohol wines being made, and the market seems to be increasing for zero-alcohol spirits. Promotion of a good selection of mid-strength beers at a lower price point than regular strength beer is an effective way to reduce intoxication levels.

## 5.2 Control the number of serves and drinks containers

Controlling the number of serves per person at an event is an effective tool in controlling the risk of intoxication. This will vary for each event and venue. The number needs to be specifically tailored to the type of event being held and the risk assessment in terms of the potential for alcohol-related harm.

It might become appropriate in some situations to reduce the number of serves per person/per purchase before the closing times of the bars. Advertising this earlier in the event would give patrons advance warning that the way they initially purchased alcohol could change at some point.

A decision to reduce the number of serves does not have to apply to the entire venue. If you have several different areas or sections, you might decide to reduce the serves only for a particular area, rather than the whole venue.

Also consider what the protocols will be if the levels of those influenced by alcohol in the crowd rise (like reducing serves or closing some or all points of sale). How will these be communicated with the patrons? Screens on the side of a stage might be used, or an MC for the event may let the patrons know. This will avoid unnecessary frustration for patrons.

Controlling the vessels in which alcohol can be served is another way of managing risk. A high-risk event or one where patron behaviour could become a concern might require that alcohol be decanted into vessels or cans opened. Alternatively,

a low-risk event may occasionally see alcohol being sold in glass bottles. On almost all occasions the server will be required to open the alcohol when it is purchased.

## 5.3 Provide safe zones

It is an offence under the Act to allow an intoxicated person to remain on licensed premises. This does not excuse the licensee from a duty of care to look after patrons that have become intoxicated while at their venue. It is not acceptable to simply eject an intoxicated patron from the venue without proper consideration for their immediate wellbeing.

Provide an alcohol-free 'safe zone', where patrons who are thought to be intoxicated can wait while arrangements are made for them to leave the venue and get home. This area should be monitored by proficient staff trained in first aid. For larger events, these areas are often manned by ambulance staff.

Also consider a 'chill-out zone' away from the pressure to drink. This would be a no-alcohol area for those who are not intoxicated but possibly affected by alcohol. There would be no restriction on those in the chill-out zone returning to the venue/event proper.

*For more information refer to the Patron Welfare Guide available at [resources.alcohol.org.nz](https://resources.alcohol.org.nz).*

## 6. Ensure minors are not served alcohol

A minor is a person under the age of 18 years. It is an offence to sell or serve alcohol to a minor. As with the sale of alcohol to intoxicated people, the licensee, duty manager and server can be prosecuted for selling alcohol to a minor. It can have serious consequences for the venue and event itself. Fines of up to \$10,000 can be imposed on both the licensee and manager, and up to \$2,000 for the server. In addition to any potential fine, the licence itself and the Manager's Certificate, for the duty manager, can be suspended.

It is not an offence to sell alcohol to a parent or legal guardian who then supplies their child, but under no circumstances can the minor purchase alcohol.

## 6.1 Designation of premises

Alcohol licences will designate a venue in one of three ways:

- **Restricted:** No person under the age of 18 may be admitted
- **Supervised:** Minors may be admitted but must be accompanied by a parent or legal guardian
- **Undesignated:** Anyone of any age may be present.

When planning your event, consider having age restrictions on entry. If the event could be classified as high risk, you may consider making it a restricted area (ie, an R18 event). Or it might be an all ages event with a separate area where alcohol is sold/supplied/consumed and this could be designated as a supervised area.

Also consider the option of having alcohol-free areas that are open for anyone of any age (undesignated).

Staff serving alcohol should also be trained to use their judgement in terms of a patron's age. They should not have to rely on any other person's assessment of a patron's age or if the patron has been wristbanded. If the server has any doubt about their age, they should still request ID.

## 6.2 Accepted forms of identification

Forms of identification that are accepted under the legislation are:

- a current passport (New Zealand or overseas)
- a current New Zealand Driver Licence
- Kiwi Access Card
- HNZ 18+ card.

Many licensees follow the rule of thumb that if a person looks under the age of 25 years, identification will be requested.

All staff should be trained in the accepted forms of ID, how to check ID and what to look for with potentially fraudulent ID.

Police regularly conduct Controlled Purchase Operations (CPO) during events. This is when Police send in a minor to attempt to purchase alcohol. The minor will often either not have identification or will offer their identification, which will show they are legally unable to purchase alcohol. Most often failed CPOs will be the result of bar staff either not asking for identification at all, or miscalculating dates. If alcohol is sold, prosecution will certainly follow.

The only defence against a charge of selling to a minor is that the ID was checked and the server reasonably believed the document was valid, was related to the purchaser and indicated that they were over the age of 18 years.

### **Some useful tools that can help ensure that minors are not sold alcohol are:**

- staff training on the types of ID that are accepted and what to look for when checking ID
- security age vetting patrons before they enter the queue, as well as service staff vetting on attempted purchase
- Date of Birth Chart at the point of sale to assist in age calculation
- 'Under 25?' policy in terms of ID requests
- wrist banding on entry to the venue once ID is validated by security staff.

Wristbanding will work in certain venues and events, but not for all. When it is used, service staff should still ask for ID if they doubt the age of the purchaser.

## 7. Provide alcohol-free and family areas

Family and alcohol-free areas will often reduce the risk of alcohol-related harm at large-scale events. As with most other factors to consider, the relevance of this will depend on the demographics and age of those attending.

Having a part of the venue as an alcohol-free area will reduce exposure to alcohol and its consumption.

# Tri-Agencies

## 1. Liaise pre-application and pre-event

It is useful to have a pre-application meeting with the agencies to discuss your plans and concept for the event. This will help avoid any 'show stoppers' in the assessment of your application. Meeting early helps build good communication and robust relationships with all who will be involved.

The earlier you file your application, the more time there is to work through any areas that need clarification by the agencies, and to give you certainty well before you need to start promoting your event.

Often agencies will coordinate monitoring of large events. It is useful for key parties to meet in the week before the event to talk about operations, expectations, training of staff, etc, so there are no surprises on the day.

## 2. Liaise during the event

It is useful during large and medium- to high-risk events to liaise regularly with the Tri-Agencies and include security, ambulance staff and event management. The frequency of liaison meetings will depend on the event itself and the risk assessment of the event. Given that all parties are active in monitoring the event, the liaison meetings will offer a balanced view of patron behaviour and the number of patrons influenced by alcohol.

General topics covered could include:

- patron numbers
- the number of serves per person/per purchase  
any evictions/denials/incidents occurring
- updates from stakeholders
- the number of ID checks.

## 3. Evaluate and debrief the event afterwards

Post-event debriefs with all parties should be inclusive and informative. Accurate recordings of any incidents that occurred should be noted, together with the identification of areas or strategies that may need improving for any further events.

The debrief enables all parties to refine processes and build expertise, as well as relationships with all involved.

If Māori wardens agree to help out at your event then these sections apply equally to them also.

# Alcohol Management Plan

## Host Responsibility

| Identified risk              | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions  | Persons responsible                                   | Resources / recording / outcomes |
|------------------------------|-------------------------------------|--|---|----------------------------------|
| Consider                     |                                     | Consider   |   |                                  |
| Types of beverages available |                                     | Is the type of alcohol proposed suitable for the demographic of the audience? Will there be a sufficient range of low-alcohol products available? How will low-alcohol beverages be promoted?  | Licensee?<br>Duty manager?<br>Security?<br>POS staff? |                                  |
| Pricing                      |                                     | Will the purchase price deter excessive consumption? Will lower-alcohol products be sold at a reduced price (recommended)?   |   |                                  |
| Number of serves             |                                     | Is it appropriate to restrict the number of serves a person may buy at one time? Should it be reduced at any time? What happens if the levels of intoxication in the crowd rise? Is there a time that the points of sale should close? How will this be communicated to patrons? |   |                                  |

|                              |  |   |  |  |
|------------------------------|--|---|--|--|
| <p>Drink containers</p>      |  | <p>Consider the vessels that beverages will be served in. Will the vessels/containers be opened on sale?</p>  |  |  |
| <p>Promotions</p>            |  | <p>Will there be promotions? How this will be aimed at the audience (signage, PA broadcasts)? Is it appropriate for the event and demographic?</p>  |  |  |
| <p>Alcohol-free areas</p>    |  | <p>Is it appropriate to have alcohol-free areas? How will these be monitored and by whom? How will the alcohol-permitted and alcohol-free areas be separated? Will there be monitoring to stop alcohol moving from one area to another?</p> |  |  |
| <p>Availability of food</p>  |  | <p>How will food be promoted? Where will it be available? Is it appropriate for the demographic of the audience? Will it be available quickly and at reasonable cost (required)?</p>  |  |  |
| <p>Availability of water</p> |  | <p>Will water be freely available as required? Where will the water be located? Will it be adjacent to or within alcohol points of sale? Will there be sufficient cups? Who is responsible for replenishing supplies?</p>                   |  |  |

## Point of sale

| Identified risk     | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions  | Persons responsible | Resources / recording / outcomes |
|---------------------|-------------------------------------|--|---------------------|----------------------------------|
| <b>Consider</b>     |                                     | <b>Consider</b>  |                     |                                  |
| Number of outlets   |                                     | Are there sufficient points of sale for the number of patrons anticipated?   |                     |                                  |
| Location of outlets |                                     | Are the points of sale located close to food providers (recommended)?<br>Are there water stations close by?  |                     |                                  |
| Queuing             |                                     | What provisions will there be for queues to alcohol points of sale?<br>Who will monitor queues? What specifically will they be monitoring for? Minors? Intoxication? General behaviour? What protocols are in place in case of intoxication/bad behaviour? |                     |                                  |
| Signage             |                                     | What signage will be on display?<br>How will you promote 'more moderation – less harm' at the point of sale?   |                     |                                  |
| Monitoring          |                                     | How will POS be monitored? What protocols will be in place if patrons are deemed to be a person to whom alcohol should not be sold (intoxicated, minor, etc).  |                     |                                  |

|                                  |  |  |  |  |
|----------------------------------|--|--|--|--|
| <p>Management &amp; staffing</p> |  | <p>How will each POS be managed? What is the management hierarchy here? What is the POS manager responsible for? Who are the POS managers directly accountable to? Will they be liaising directly with security?</p>                         |  |  |
| <p>Alcohol alternatives</p>      |  | <p>What alcohol alternatives will be on sale at the POS? Is it age/demographically appropriate for the event? Are alcohol alternatives given a higher profile in signage and pricing at the POS?</p>   |  |  |
| <p>Staffing</p>                  |  | <p>Will sufficient staff be located at each POS for the number of patrons anticipated? What roles do the POS staff have? Will they be assessing patrons for intoxication and checking for ID? Who are the staff directly accountable to?</p> |  |  |
| <p>Staff training</p>            |  | <p>What training is given to staff prior to the event? Who will give this and what will it cover?</p>  |  |  |

## Intoxication

| Identified risk       | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions  | Persons responsible | Resources / recording / outcomes |
|-----------------------|-------------------------------------|--|---------------------|----------------------------------|
| Consider              |                                     | <b>Consider</b>  |                     |                                  |
| Monitoring            |                                     | Who will monitor patrons? How and where will they be monitored? Is there sufficient staff for monitoring?  |                     |                                  |
| Excessive consumption |                                     | What steps will be put in place to stop excessive consumption? Will you have lower prices for low-alcohol beverages? Will you reduce the number of serves at a certain time? What time will the bar close? |                     |                                  |
| Intoxicated patrons   |                                     | Who determines if patrons are intoxicated? Where will they go? What protocols will have you in place regarding intoxication?   |                     |                                  |
| Drink spiking         |                                     | Is the demographic of the crowd such that this is likely to occur? What/can steps will be taken to avoid this? How will the affected person be looked after and by whom?                                   |                     |                                  |

## Minors

| Identified risk                            | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions   | Persons responsible | Resources / recording / outcomes |
|--|-------------------------------------|---|---------------------|----------------------------------|
| <b>Consider</b><br>Designation of premises |                                     | <b>Consider</b><br>Are the premises designated and, if so, are minors permitted on the premises? Are they permitted in the alcohol only areas? How will this be monitored/controlled? |                     |                                  |
| R18 events                                 |                                     | Who will check ID? What types of ID will be accepted? What happens if a person is underage?   |                     |                                  |

## Crowd Behaviour

| Identified risk             | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions  | Persons responsible | Resources / recording / outcomes |
|-----------------------------|-------------------------------------|--|---------------------|----------------------------------|
| <b>Consider</b><br>Disorder |                                     | <b>Consider</b><br>What steps need to be taken to de-escalate? How will patron and staff safety be provided? Will the offenders be removed from the premises – if so, by whom? When are points of sale closed? |                     |                                  |

|                  |  |          |  |  |
|------------------|--|----------|--|--|
| Unruly behaviour |  | As above |  |  |
| Fighting         |  | As above |  |  |
| Assaults         |  | As above |  |  |
| Riot             |  | As above |  |  |

### Noise management

| Identified risk   | Risk level<br>(LOW, MEDIUM<br>or HIGH) | Risk management actions   | Persons responsible | Resources / recording /<br>outcomes |
|---|--|---|---------------------|-------------------------------------|
| <b>Consider</b><br>Excessive noise from<br>the event    |  | <b>Consider</b><br>Who will be responsible for the noise<br>levels during the event? Will the<br>noise levels be within District/Unitary<br>Plan levels? Who will liaise with<br>council noise officers if there<br>are concerns? |                     |                                     |
| Noise from patrons<br>coming to or leaving<br>the event |  | Who will monitor patrons entering or<br>leaving the event in terms of noise<br>and behaviour? What protocols<br>will be in place to avoid neighbour<br>disturbance?   |                     |                                     |

## Event Management

| Identified risk | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions   | Persons responsible | Resources / recording / outcomes |
|-----------------|-------------------------------------|---|---------------------|----------------------------------|
| <b>Consider</b> |                                     | <b>Consider</b>   |                     |                                  |
| Toilets         |                                     | Are there sufficient toilets for the numbers anticipated? How will queues be managed?   |                     |                                  |
| Entrance/exit   |                                     | Who will monitor the entry/exit? Will there be a bag check and amnesty bins? How will queues be managed? What processes will be in place to avoid patrons lingering after the event ends?     |                     |                                  |
| Smoking areas   |                                     | Will there be an external uncovered area for smokers? Will this area be monitored? Will there be sufficient containers for cigarette disposal? Is the smoking area in the licensed footprint? |                     |                                  |
| Rubbish         |                                     | How will rubbish be disposed of? Will there be recycling bins? Where will the rubbish bins be placed – by food/beverage outlets? Will there be enough bins to avoid overflowing?              |                     |                                  |

|                                       |  |  |  |  |
|---------------------------------------|--|--|--|--|
| <p>Traffic management and parking</p> |  | <p>What steps are you proposing to ensure that traffic in the surrounding area will not be adversely affected? Is there adequate parking on site or close by?</p>                                  |  |  |
| <p>Alternative transport</p>          |  | <p>Is there alternative transport that can be promoted before the event? Consider contacting transportation providers to advise of a potential increase in patrons before and after the event.</p> |  |  |
| <p>Disabled access and facilities</p> |  | <p>Are there plans for disabled patrons – toilet facilities, viewing areas?</p>  |  |  |
| <p>St John</p>                        |  | <p>Is the event large enough that St John needs to be aware and attend on the evening? Will there be a place of safety set up for St John?</p>   |  |  |

## Operational Structure

| Identified risk                  | Risk level<br>(LOW, MEDIUM<br>or HIGH) | Risk management actions   | Persons responsible | Resources / recording /<br>outcomes |
|----------------------------------|--|---|---------------------|-------------------------------------|
| <b>Consider</b>                  |  | <b>Consider</b>   |                     |                                     |
| Licensee                         |  | What will their role be? Will contact details be forwarded to agencies?<br>Who will liaise with agencies before/ during/after the event?  |                     |                                     |
| General manager                  |  | As above  |                     |                                     |
| Duty managers and/or supervisors |  | As above<br>Is it a requirement that duty managers or supervisors hold a Manager's Certificate or is an LCQ sufficient?   |                     |                                     |
| Bar staff                        |  | What will their role be?  |                     |                                     |
| Security                         |  | Will sufficient security be employed and will a separate security plan be required? Will security hold COA? Are crowd controllers required and if so, what responsibilities will they have? |                     |                                     |

## Tri-Agencies and Monitoring

| Identified risk           | Risk level<br>(LOW, MEDIUM or HIGH) | Risk management actions   | Persons responsible | Resources / recording / outcomes |
|---------------------------|-------------------------------------|---|---------------------|----------------------------------|
| Consider                  |                                     | <b>Consider</b>   |                     |                                  |
| Police                    |                                     | Who will liaise with agencies before, during and after the event? Will the event warrant regular meetings with the agencies? If so, where? Is a meeting required following the event?       |                     |                                  |
| Licensing Inspector       |                                     | As above  |                     |                                  |
| Medical Officer of Health |                                     | As above  |                     |                                  |
| St John                   |                                     | As above  |                     |                                  |
| Security                  |                                     | Will sufficient security be employed and will a separate security plan be required? Will security hold COA? Are crowd controllers required and if so, what responsibilities will they have? |                     |                                  |

## **Te Whatu Ora – Health New Zealand**

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To order resources visit [resources.alcohol.org.nz](https://resources.alcohol.org.nz)