

**REPORT BY THE CHAIRMAN OF THE  
COMMUNITY SERVICES COMMITTEE**

**1. CANTERBURY MUSIC TRUST**

RR 8875

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Corporate Plan Output: Corporate Policy Section	

The purpose of this report is to advise Council further on the request from the Canterbury Music Trust for a letter of support for its proposed youth entertainment venue. This matter was referred direct to Council from the Community Services Committee.

**INTRODUCTION**

At its meeting on 23 November 1998 the Community Services Committee received a request for a letter of support for a youth entertainment and performance venue from the Canterbury Music Trust (CMT).

The CMT believes that a letter from the Council is necessary to enhance its ability to secure funding; primarily grants from Pub Charities, the Community Trust, philanthropic trusts and commercial sponsorship. The CMT is not seeking financial support from the Council for the venue.

The Community Services Committee had some concerns about the CMT's project, particularly the proposed sale of alcohol in an all age venue. The Committee felt it had insufficient information to make a decision about writing a letter of support. It requested that a full report be prepared for the Council meeting on 10 December 1998.

The Committee identified the following key issues which it would like examined in the report:

- management plans for the facility in terms of safety for adolescents
- details of the management arrangements which would be put in place to deal with the problem of false identification
- necessity or otherwise for any additional funding to be provided by the Council
- the operation of the facility over a full year, including staffing and events

The Committee also requested that the Trust provide further documentation including:

- letters of support
- trust documents

## 1 Cont'd

Section 2 of this report provides a summary of the project proposal including the management, staffing and financial plans. Section 3 provides relevant background to the project including perceived need and benefits.

Section 4 summarises evaluative comments sought for this report from key stakeholders and expert community advisors. These included Crown Public Health, Youthworker Network, ALAC, Christchurch Youth Council, 198 Youth Health, the Youth Advocate, Environment Services, Christchurch City Council, Leisure Planning Unit of Christchurch City Council, Youth and Cultural Development youth centre, Department of Public Health and General Practices, 4YP and NZ Police.

Finally the report provides an overview of the project and the risks and benefits to the Council in endorsing it. Two options are recommended for Council consideration.

### **PROPOSED PROJECT**

#### **Aim**

The Canterbury Music Trust, under the name OctopOd, aims to provide a venue for performance and visual arts for young people in Christchurch.

The venue will be run as a commercial enterprise. It will provide a facility for evening entertainment and day time events, training programmes and performances.<sup>1</sup>

#### **Target**

The OctopOd will target young adults aged 16-20 years. The Trust estimates a target audience of 250,000. However within this target group the OctopOd will largely cater for the 'middle ground'.

It is estimated that the venue will cater for between 400 and 500 young people at any one time.

#### **Operation of the facility over a full year**

The Trust is hoping to establish a youth venue in the Palladium NightClub, Gloucester Street. The Trust proposes to purchase the existing business including chattels (including lighting and sound system).

The venue will provide three evening events per week: Thursday – Saturday, 8pm – 1am. The Thursday evening will be a new music night. This will enable young, new bands to perform to an audience. Friday and Saturday nights will run as a nightclub style venue. There will be a door charge of approx. \$5 (depending on the band and the event).<sup>2</sup>

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<sup>1</sup> It will not be a drop-in centre as it will be activity focused and only open when there is something happening.

<sup>2</sup> The door charge apparently acts as a control mechanism due to the threat of losing or wasting money if the young person does not behave and is asked to leave.

## 1 Cont'd

The venue will be available for national and international touring bands and performers.

The Trust propose that the venue will also be used for daytime activities, for example Rock School. The Rock school, if it progresses, would operate under the Skills NZ (formally NZQA) framework and provide training in the music industry. It would be managed independently by a training institution. The Trust has had discussions with a Westcoast polytechnic in this regard.

### *Special License*

Alcohol will be on sale at the venue for those over 20 years. Alcohol will not be available at all times. On the occasions it is available it would be sold from a restricted area only accessible to those of drinking age only (access to this area will be by ID only). This area will be away from the entertainment area. Alcohol will not be promoted in the venue.

There will be a smoking area in the venue, to enable those young people who do smoke to stay inside rather than have to go outside to smoke.

### **Management**

The OctopOd project will be managed by the Canterbury Music Trust (a registered Charitable Trust).<sup>3</sup> The Trust has four trustees (named in the proposal). Trustees are people experienced in the music industry. No Trustees are in the target age group.

The Trust intends to establish two additional groups: a Monitoring Group and a Youth Advisory Group.

The Youth Advisory group will be established to advise on the planning and running of the venue. A loose group of young people involved and/or interested in music and performance arts currently advise the Trust on youth interests and aspirations. The Trust intends to formalise this group. Other young people will be able to join this advisory forum. The Youth Advisory Groups will have no responsibility for management. The group will provide advice and feedback only.

The Monitoring Group will monitor the operation of the venue. The Monitoring Group will have the right to veto any plans. The following bodies will be invited to have a representative on the Monitoring Group: The Christchurch City Council, the Police, Crown Public Health (Youth Futures), the Youth Council and the Youthworkers Collective. The Monitoring Group will meet monthly.

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<sup>3</sup> Long name is Canterbury Music Trust for Export and Education (registration number CH/662794). The Trust is empowered to conduct this project as per the Trust objects and powers in the constitution. In the event of winding up any surplus funds or assets shall be given to another charitable trust with similar functions, as per clause 11 of the constitution.

## 1 Cont'd

Day to day responsibility for managing the venue will be by the Venue Manager. This position will be advertised and appointed by the Trust.

The diagram of the management structure is shown in Attachment 1.

### **Staffing**

The OctopOd will be staffed by a combination of paid staff and volunteers. The Venue Manager will plan and manage the evening events, day time youth activities and programmes.

The Rock School will run as an independent operation, training people under NZQA framework. It will have its own tutors.

The Catering and Hospitality will also be run as an independent operation. It is proposed that this will be sub contracted or handed over to a training programme, such as a Skills NZ hospitality programme.

The National College of Security will provide and/or train security personnel. Security personal will be trained in appropriate responses, first aid and communication.

Evening events will be run on an event management approach. This means that the staff to young people ratio will be a lot higher that is usual for nightclubs. The Trust estimates 6-8 security people, a lighting and sound person, a supervisor/manager and approximately 20 volunteers at each youth evening events.

It is envisaged that all paid staff will be employed on contract. The Trust will provide training to paid staff and volunteers in areas such as music and production, communication, and event management. The Trust will also utilize training provided by the Youthworker Forum which specifically targets people who work with youth. The Venue Manager will supervise staff.

The Trust will develop a code of ethics, complaint procedure, and a personal safety policy.

### **Safety for Adolescents**

The issue of youth safety has not arisen at the events run by trustees to date. However all staff are trained to be aware of the issues of safety. The Trust will monitor who comes into the venue and monitor how people interact.

There will be a high level of supervision. The Trust will not let young people leave alone and will discourage young people from leaving with people the worker feel are inappropriate. The intention is for security people to stop young people at the door and ensure they have a safe means of getting home.

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### *Designer Drugs*

Young people entering the venue will have the option of having their bags searched or leaving their bags at a door check. This will minimise the amount of alcohol and drugs entering the facility.

The Trust has suggested that this venue will be safer than other venues.

### **Management arrangements for false identification**

The Trust will be more diligent than other venues in monitoring IDs. Staff will not accept any ID that they have doubts about. The staff will encourage people to get a 'Hands Card' (a photo identification).

### **Additional funding from the Council**

The financial viability is not of direct concern to the Council. The Council is not being asked to fund or underwrite this venue. Any letter of support should not be construed as a commitment in this regard.

The purchase of the Palladium lease and equipment is \$250,000.00. The annual lease costs are \$50,000.00. Operation costs including event costs and staffing costs will be additional.

The Trust is hoping to secure funding from the Pub Charities. 'Pub Charities' is the name used to refer to the trust established to distribute the net proceeds of the gaming machines located in hotels and other licensed premises.<sup>4</sup> It has been 'promised' \$120,000 from the pub charities.

The Trust also intends to apply for funding from the Community Trust and from Lottery Grants Board. It hopes to receive commercial sponsorship and claimed that it has been pledged \$50,000 if it opens in the Palladium. The Trust stated that this pledge is from another nightclub who sees as advantage in having a youth venue rather than have high numbers of youth attending their venue.

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<sup>4</sup> Pub Charity, Lion Foundation, DB Kiwi Foundation Ltd. and Licensing Trusts Charitable Foundation are Charitable Trusts registered under The Charitable Trusts Act 1957. Under the Gaming and Lotteries Act 1977, there is no provision for private gain from gaming machines, and so private individuals and profit-making organisations cannot get licenses to operate machines. In order for hotels to have machines on their premises, the machines must be owned by non-profit organisations. The national trusts identified above were specifically established to operate machines in hotels, they operate throughout New Zealand and account for approx. 45% of the total number of machines.

The four main trusts operate in a similar way. Money is generated from the machines and then, after expenses have been deducted, the net proceeds are distributed through publicans to the community organisations of their choice. Some trusts retain a proportion of the income for nation projects benefiting the wider community.

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It is envisaged that the events will generate funds through the door charge. The Trust estimate that it would only need to run 10 events a year which were totally sold out to be self sufficient.

The Trust does not intend to approach the Council for capital expenses or lease costs. It may approach the Council for event costs.

### **Support for the Project**

The Trust has supplied a number of support letters from agencies, companies in the music industry, and local bands, for example Stinky Sounds, Sound People, Community Law Centre Youth Law Worker, Papanui High School, Zebedees Night Club (former underage nightclub), and Youth And Cultural Development Youth Centre. Some of these letters refer to the Edge (the venue proposed prior to the current venue).

There are also over 30 letters from young people and a youth petition signed by over 100 people.

There are also letters from 198 Health, Students Against Drunk Driving, the Adolescent Health Nurse at Crown Public Health, the Health Promoter at Crown Public Health, and Canterbury Community Council on Alcohol and Other Drugs, supporting the idea of an alcohol free youth entertainment venue.<sup>5</sup>

Further letters will be tabled at the Council meeting.

I have sought independent comment from these and other agencies directly. These comments are summarised in Section 4.

### **BACKGROUND AND NEED**

Youth entertainment and venues have been a subject of debate for the Council for a number of years. The Council has a history of supporting a variety of youth entertainment events, youth centres and youth activities both in principle and financially. Most recently this has been through the establishment of and support to 4YP. 4YP is a Council initiative, which organises youth music and entertainment events in an alcohol free environment. It is not based at any one venue but runs events at a variety of venues and facilities.

The Council has a commitment to developing and supporting policies, services and activities that are responsive to the needs, culture and aspirations of young people. It recognises that young people are a section of the community which has specific aspirations that need to be considered and met.

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<sup>5</sup> Again some of these letters refer to the Edge the venue proposed prior to the current venue.

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### **Council Youth Policy**

The Christchurch City Council's youth policy states that it is "committed to developing, supporting and promoting initiatives which positively contribute to the safety and wellbeing of young people, their families and communities.

The policy identifies roles for the Council as:

- Ensuring that the views and needs of young people are taken into account in Council activities
- Advocating on behalf of and with young people
- Resourcing, providing and supporting services for young people in partnership with other agencies where appropriate
- Coordinating with the community activities which provide for young people.

This request could be seen to be consistent with that policy. The Council is being asked to support a community initiative to provide services for young people. Young people in Council surveys and forums have identified the need or desire for a youth entertainment centre. The City Council Youth Council has supported the idea of an entertainment venue.

### **Benefits and Need**

"Nowhere to go and nothing to do" has been a common complaint of young people for a number of decades. Despite the existence of alternative teenage leisure activities, recreational and sport and youth organisations public meetings, surveys and youth forums have all articulated the need for something more – a youth music/performance venue.

Youth centres are associated with:

- a reduction in delinquency
- a drop in juvenile crime
- assisting young people in their struggles towards identity and maturity

Youth centres provide a constructive outlet for the energy and latent idealism of young people. They can enhance young people's effective participation community life. Young people have an interest in music and performing and visual arts: this appears to be the "culture of youth".

There are apparently other potential youth facilities and recreational complexes that may open in Christchurch. However there is an advantage in having a range of options as youth are not a homogenous group; they share with the wider society cultural, class and age divisions.

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**EXTERNAL COMMENT/EVALUATION**

**Robyn Moore, Youth Advocate, Christchurch City Council**

Robyn stated that she felt that the Trust had provided a good proposal and had obviously thought it out well. She said that the concept had worked well in the Firehouse.

She believed that this type of venue would appeal to young people, as it would be seen as a “adult” venue rather than youth venue; and youth want to be treated as adults.

**4YP<sup>6</sup>**

The 4YP project is funded by the Christchurch City Council and the Community Trust to provide a programme of youth entertainment in Christchurch. This entails five large events and 12 community events over a 12 month period. They stated that their event are safe, affordable and alcohol-free and utilise a variety of venues (appropriate to each specific event) around the city. 4YP’s research has told it that young people prefer to come into the central city for their entertainment. Currently the only central city venues which are regarded as safe (i.e. they are indoor and therefore can contain and control the young people in a safe way) are the Ministry and the Caledonian Hall. In the past 4YP has also used the Edge. Therefore it supports the concept of a targetted youth venue in the central city.

With regard to use of a venue which is licensed to sell alcohol, the projects policy is only to use the venue if it is de-licensed for the period of our event. In addition 4YP employ a specially trained security team to ensure alcohol is not “smuggled” into the venue where it is staging an event.

4YP has examined its programme of events over the next year and see that it would possibly hire the Octopod for only two large events. All other 4YP events will continue to be stages at a variety of venues around the city.

**Klaus Prusas, Environmental Services Manager, Christchurch City Council**

Klaus stated that youth entertainment had been a subject of debate over a number of years. His involvement in the issue has been through his role in sale of liquor matters in Christchurch.

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<sup>6</sup> 4YP Management Committee comprises Lesaly Symingotn, Leisure Unit, CCC, Kate Rathburn, Leisure Unit, CCC, John Harrington, CYWC, Wayne Cosgrove, Youth Council, Tim Scandrett, Leisure Unit, CCC



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He stated that while alcohol availability may be a concern, this should be viewed in the context of intended arrangements for its availability and he expressed confidence in the level and type of management that is proposed based on previous experience.

### **Grant Buchanan, Inspector in Charge of Hagley/Ferrymead New Zealand Police**

Grant stated that the Police could not endorse the project but did not want to stand in its way either. He stated that the concept of a venue for young people that had a nightclub style and approach was positive. He believed that it was the type of venue that young people wanted to go to.

Grant said that the Police had difficulties with promoting the mix of young people and alcohol. He stated that although there were huge risks he believed that this group of people was the most appropriate to run this type of venue. He said he would like to see it operating before he made a firm decision about its pros and cons.

### **Peter Shaw, Sergeant in Charge of Liquor Licensing Hagley/Ferrymead**

Peter stated he had no liquor concerns about the project in principle, but he would need to examine the proposal in more detail, once an application was lodged.

### **John Harrington, Youth Workers Collective**

John Harrington stated that young people are already going to nightclubs and he believed it was better that they went to a venue targeted at them that was safe.

He believed that by having a liquor license this venue would appear like an adult venue and would therefore appeal to young people in the target age.

### **Ani Brown of Youth and Cultural Development (Youth Centre)**

Ani stated that YCD are very supportive of the idea. She stated that YCD had attempted to run dance parties for this age group, which were not successful. She stated that when they asked young people about why they weren't successful they were told it was because it was not ongoing and was not a nightclub atmosphere.

Ani stated that they had concerns about other nightclubs in Christchurch that are currently operating. They believed that the Octopod would provide an alternative venue for young people which was safe.

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Ani commented that the Trust “know what it takes to run a safe event and are switched on about youth behaviour”.

### **Peter Burt and Carmen Collie from the Alcohol Team, Crown Public Health**

Peter and Carmen stated that they supported the concept of a venue dedicated to youth. They felt that Christchurch lacked a suitably youth focused venue which resulted in many youth going to bars and nightclubs.

They however did not support the sale of alcohol at the venue. They argued that the negative effects of the mixture of youth and alcohol are well documented.

### **Ana Su'a Hawkins from the Christchurch Youth Council and Youth Advisory Forum to the PM**

Ana reported that the Youth Council has not discussed the project formally but from her part she was totally supportive of it. She thought that this was a great project that catered for the needs an aspiration of young people.

She stated that the lack of youth entertainment was a common topic of discussion for both the Youth Council and Youth Advisory Forum. She believed that this project would work well because young people would feel they “were part of the big scene and would have a sense of fitting in”.

### **David Marra, 198 Youth Health**

Dave supported the idea of a music-based venue for young people in an adult commercial environment. He stated that adolescents don't like ‘teeny bopper’ activities: “they need to feel part of the adult world and to feel they are being treated as adults”. This he felt was part of growing up.

He thought this venue would be a great vehicle to talk young people away from the ‘sleaze’ of other nightclubs. He also thought the venue would provide a venue for local bands to develop and play before an audience.

He stated that he did have some concerns about the alcohol, particularly the safety of young women with older men who went to the nightclub to “pick up” women. However he believed that the Trust would be able to manage this and would run it superbly.

He also expressed some concerns regarding the potential availability of designer drugs. The Clinicians at 198 had identified an increase in the use of designer drugs amongst youth. He felt processes should be put in place to ensure the venue did not increase young people's access to these drugs.

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### **Dr Ann Richardson, Department of Public Health and General Practice.**

Ann Richardson of the Department of Public Health and General Practice, Christchurch School of Medicine, expressed considerable concern that the proposed venue would not be smokefree.

She argued that smoking is a significant public health problem. She reported that eighteen percent of deaths in New Zealand are estimated to be due to smoking, with smokers dying on average, 14 years early.<sup>7</sup> One in four 15-24 year olds in New Zealand are smokers.<sup>8</sup> There is evidence that smoking becomes a long-term addiction for many of those who smoke regularly in childhood and adolescence.<sup>9</sup> Young people therefore represent the “commercial future” of the tobacco industry<sup>10</sup>, a future which for these young people includes the likelihood of illness and early death due to smoking.

In New Zealand, smoking in young people has declined since the 1960's<sup>11</sup>, and it is vital that we maintain or improve upon this. It would be entirely inappropriate to support a youth centre which encouraged smoking in any way.

### **Sandra Kirby from ALAC**

Sandra stated that she could not comment on this project specifically because she did not know the full details on it. She stated that she supported the provision of venues for young people which were alcohol free. She stated that if this venue sells alcohol it would be no different to a number of other venues in Christchurch such as café bars and nightclubs which young people currently have access to.<sup>12</sup>

### **SUMMARY**

There is a recognised need for music and other entertainment options for young people in Christchurch. The most feasible response will not be a Council run centre, but a commercially/community run and supported centre.

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<sup>7</sup> Laugesen M. Tobacco control: 10,000 deaths averted and greater gains possible. NZ Public Health Report 1995; 2: 89-91.

<sup>8</sup> Laugesen M. Tobacco control: 10,000 deaths averted and greater gains possible. NZ Public Health Report 1995; 2: 89-91.

<sup>9</sup> Pierce JP, Gilpin E. How long will today's new adolescent smoker be addicted to cigarettes? American Journal of Public Health 1996; 86: 253-6.

<sup>10</sup> Chapman S. A requiem for Reg: qualitative research can stop tobacco advertising that appeals to children. British Medical Journal 1994; 309:890-1.

<sup>11</sup> McGee R, Williams S, Stanton W. Smoking among New Zealand adolescents 1960-93. NZ Medical Journal 1995; 108: 85-8.

<sup>12</sup> Young people do not have legal access to licensed nightclubs and cafes unless the designated license is removed (for a special event) or if they are over 18 years and accompanied by a spouse (over 20 years), parent or guardian

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The Trust's initiative to provide a venue for performance and entertainment for young people is widely endorsed. As well as providing an entertainment venue the facility will provide opportunities for young people to develop skills including technical skills in the sound/lighting, staging, promotions and media.

The Council is however justified in its concerns regarding the mixing of young people and alcohol. This is a concern that has been expressed by other agencies (Section 4).

It is important that there is entertainment and events which are alcohol and smoke free to promote 'fun without alcohol'. At the same time it is important to teach appropriate drinking and drink in moderation. It may be positive for young people to see 'safe drinking' practice, and to be around older people who are drinking in moderation in a controlled environment (however the same does not apply to smoking which is harmful even in moderation).

The reality is that young people do drink and they do go to nightclubs. It may be better that they go to this venue where if underage they cannot get access to alcohol and if over age they drink in moderation. This venue would provide a venue where young people can go and have access to entertainment without having access to alcohol. The ability to sell alcohol to over 20 year olds is seen as important to the image and hence commercial viability of this proposal.

### **Risks and Benefits to the Council in providing a letter of support**

The risks and benefits of writing a letter of support would largely depend on what is contained in the letter

#### *Benefits*

- The Council is seen to be supporting a youth project – responding to an identified by young people
- The Council has no financial or management responsibilities
- The Council is not being asked to support the Liquor license.

#### *Risks*

- Council may be seen to be supporting underage drinking
- Council may be seen to be bowing to pressure (from the media)
- If it was poorly supervised/managed the Council may be seen to have supported something that endangered young people.

**1 Cont'd**

**OPTIONS**

I would suggest that the Council has four options:

1. **Support** – supporting the proposal and provide a letter of unqualified support
2. **Qualified Support** – support the project in principle, acknowledge the need for youth venues but not commit itself in relation to the sale of alcohol, for example stating that this is the responsibility of the District Liquor Licensing Authority (see Appendix 1).
3. **Conditional Support** - conditional on the venue being alcohol and/or smoke free (see Appendix 2).
4. **No support** – declining to provide a letter.

I would suggest that option two and three are the appropriate options to consider.

The Council may also wish to participate in the proposed Monitoring Group, with the right to withdraw support at any stage. This would give the Council direct oversight of the management and direction of the centre. Any subsequent withdrawal from this group may signal a withdrawal of support.

**Chairman's**

**Recommendation:** That Council consider either options 2 or 3 as an appropriate response.

**CONSIDERED THIS 10TH DAY OF DECEMBER 1998**

**MAYOR**

## **APPENDIX 1**

The Christchurch City Council supports, in principle, the establishment of an entertainment venue for young people. The Council understands that as well as providing an entertainment venue the facility will provide opportunities for young people to develop skills including technical skills in the sound/lighting, staging, promotions and media.

The Council commends the Canterbury Music Trust for its commitment to creating a safe place for young people to enjoy relevant entertainment.

The Council is not in a position to support the a liquor license in the venue. This matter is the responsibility of the District Liquor Licensing Authority. The Council understands that a license will only be granted if appropriate management and control systems are in place.

## **APPENDIX 2.**

The Christchurch City Council supports, in principle, the establishment of an entertainment venue for young people. The Council understands that as well as providing an entertainment venue the facility will provide opportunities for young people to develop skills including technical skills in the sound/lighting, staging, promotions and media.

The Council commends the Canterbury Music Trust for its commitment to creating a safe place for young people to enjoy relevant entertainment.

The Council, however, has concerns regarding the mixture of young people and alcohol. It feels that the emphasis should be on placing youth within a friendly, safe, and alcohol environments.

The Council's support is therefore provisional on the venue being alcohol (*and smoke*) free.