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## 34. HAGLEY PARK TEMPORARY ALCOHOL BAN



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**PURPOSE OF REPORT**

1. This paper proposes a Temporary Alcohol Ban within Hagley Park under the provisions of the Christchurch City Alcohol Restrictions in Public Places Bylaw 2009. The purpose of the proposed Temporary Alcohol Ban is to minimise alcohol-related issues during the Rugby World Cup, Cup and Show Week, Buskers Festival and New Year's Eve. The ban will cover an area of Hagley Park as described in **Attachment 1**.

**EXECUTIVE SUMMARY**

2. Hagley Park is to host a number of events over the coming months including Rugby World Cup celebrations, Buskers Festival, Cup and Show Week events and possibly New Years Eve celebrations. These events were to be held in the Central City or other event centres, however earthquake damage has made the Central City and AMI Stadium unusable in the short term and so Hagley Park will be the focus for activities.
3. The Police and Christchurch City Council are concerned that there may be alcohol-related issues if alcohol is brought and consumed in the Events Centre during these events. Events previously held in the Central City such as the Buskers Festival and New Years Eve had alcohol controls as they were covered under the Central City Permanent Alcohol Ban Area, which is in place 24 hours, 7 days a week. AMI Stadium also has strict no BYO alcohol restrictions.
4. The matters the Council must consider when introducing a Temporary Alcohol Ban, as contained in clause 5 (2) of the Bylaw, have been examined. There are few direct comparisons or statistics for these events as New Zealand has not hosted the Rugby World Cup since 1987, and the Buskers Festival and New Years Eve celebration are usually held in the Central City which is covered by a Permanent Alcohol Ban. However, rugby games and Cup and Show Week have traditionally had strong associations with alcohol consumption and the Police report higher incident rates of disorder, violence, fighting and vandalism during these events. The power created by this Bylaw is to control the anticipated negative alcohol-related behaviour that may occur at these events.
5. Hagley Park is a popular destination, with many residents and businesses enjoying picnics in the Botanic Gardens with alcohol often consumed in a responsible manner. To enable continued enjoyment of alcohol in the wider park, the proposed ban only covers the area surrounding the Events Centre. In addition, the ban only covers specific event periods that have been identified as having the potential for problems.
6. The original ban proposal from the Police also included Classical Sparks and Coca-Cola Christmas in the Park; however it is recommended that these events are not included in the ban. There have been issues with alcohol and drunkenness at Classical Sparks and Coca-Cola Christmas in the Park in the past; however many of these issues appear to be with youth. Issues with youth and alcohol can be managed under the Summary Offences Act 1981. Many residents enjoy bringing a picnic including wine or beer to these events and the benefits of Temporary Alcohol Ban during these events does not appear to outweigh the restrictions imposed on the public. The Police and the Council identified event management processes to mitigate these issues after last year's events and propose that these changes are trialled before considering a Temporary Alcohol Ban during these events.

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7. It is proposed that the Temporary Alcohol Ban apply in the area as per the map in (**Attachment 1**) applying from 7am until 10pm each day during the following periods:
- i. commencing at 7am on 9 September 2011 and ending at 10pm on 15 November 2011;
  - ii. commencing at 7am on 31 December 2011 and ending at 10pm on 31 December 2011 subject to an event being held in Hagley Park<sup>1</sup>; and
  - iii. commencing at 7am on 19 January 2012 and ending at 10pm on 30 January 2011.

**FINANCIAL IMPLICATIONS**

8. There are costs associated with advertising and signage to inform people of the Temporary Alcohol Ban. It is estimated that the cost of signs will be approximately \$6,500. The costs of brochures, posters, public notices and the distribution of letters to residents surrounding Hagley Park are estimated to be \$5,500. The total estimated cost is around \$12,000. These costs do not include any additional publicity the Council may see as needed. The funding for this will come from the City and Community Long Term Planning and Policy Activity Management Plan.
9. The Police have the responsibility for enforcement of such alcohol bans and have indicated they will accept the duty for enforcement. In addition, enforcement will be supported by security guards that will be in place as part of the event management plan for the Events Centre during the Rugby World Cup.

***Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?***

10. See above

**LEGAL CONSIDERATIONS**

11. The Christchurch City Council Alcohol Restrictions in Public Places Bylaw 2009 (the Bylaw) provides the power, by resolution, to put Temporary Alcohol Ban Areas in place. Section 151 of the Local Government Act (2002) and section 13 of the Bylaws Act 1910 make it clear that a bylaw may contain discretion.
12. The Council must be careful to ensure that any discretion left to the Council is not so great that it might be considered unreasonable, which could make the bylaw, or part of it, invalid. To ensure this is not the case, clause 5 of the bylaw specifies a number of matters the Council must consider before it imposes a Temporary Alcohol Ban Area. Clause 5 also requires that the resolution must describe the specific area that is the Temporary Alcohol Ban Area and the times, days or dates during which the alcohol restrictions apply to any public places in the area.
13. The Act allows for such alcohol bans in public places which are under the control of the Council as opposed to public places as defined in other legislation. It can include roads over which the Council has control but not private parking areas for example.
15. Under clause 5(2) of the Bylaw the Council must consider, in the case of resolving to introduce any Temporary Alcohol Ban Area, the following matters:
- (a) If the proposed ban relates to an event:
    - (i) the nature of the expected event
    - (ii) the number of people expected to attend
    - (iii) the history of the event (if any)
    - (iv) the area in which the event is to be held; and
  - (b) The nature and history of alcohol-related problems usually associated with the area, together with any anticipated alcohol-related problems; and
  - (c) Whether the benefits to local residents and to the city outweigh the restrictions imposed on local residents and other people in the area covered by the resolution; and other people in the area covered by the resolution; and

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<sup>1</sup> The location and nature of New Year's Eve celebrations have not been confirmed at this stage and may not be held in Hagley Park.

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- (d) Any information from the Police and other sources about the proposed dates, the event or the area to be covered by the resolution; and
  - (e) Whether the Police support the proposed Temporary Alcohol Ban Area; and
  - (f) Any other information the Council considers relevant.
16. The Police have various powers to enforce the Bylaw, including the power to search containers and vehicles in public places for alcohol, seize and remove alcohol, and arrest any person who is found to be breaching the Bylaw. Before the Police exercise these powers they must comply with the warning provisions in section 170 of the Local Government Act 2002. However, in certain circumstances as set out in section 170(3), the Police can search immediately and without notice. In order to give the Police this power, the Council would need to resolve that clause 8(1) of the Bylaw applies to the Temporary Alcohol Ban.
17. In the past the Council has exercised this power and passed a resolution under clause 8(1), where the Council has resolved to impose a Temporary Alcohol Ban Area for an event, for example, the Band Together Concert, and New Years Eve 2010/2011 at Okains Bay.

***Have you considered the legal implications of the issue under consideration?***

18. Yes. The proposed Temporary Alcohol Ban Area will apply to public places within the meaning of section 147 of the Act. This includes roadways whether under the control of the Council or otherwise. No privately owned areas are within the Ban area. In terms of clause 5(1) of the Bylaw, the proposed resolution describes the specific area to which the Alcohol Area Ban will apply and the times and dates that it will apply.

With respect to the considerations in clause 5(2) of the Bylaw, the following is noted:

***Clause 5(2) (a) the nature of the expected event***

19. The proposed ban relates to several events over a five month period, including the Rugby World Cup celebrations, Cup and Show Week, the Buskers Festival and potentially New Year's Eve. The events are large public events, which are expected to attract thousands of patrons. Each of the events generally consists of free or low cost shows for the public. Each of the events is discussed further in paragraph 49-71

***Clause 5(2) (b) The nature and history of alcohol-related problems usually associated with the area, together with any anticipated alcohol-related problems***

20. Hagley Park is currently subject to a Permanent Alcohol Area Ban that runs 7 days a week, from 10pm till 7am. This ban was established due to issues with drunken behaviour in the park at night, as a result of "boy racer" activities and spill over from the Central City next to it. Staff at the Botanic Gardens report that after large rugby matches there is an increase of vandalism in the Gardens, and after large civic events there are large volumes of waste, including bottles and cans, left within the Botanic Gardens. It is anticipated that with the relocation of festivals and celebrations to Hagley Park there could be issues with drunkenness that normally occur in the Central City such as violence, fighting and broken glass.

***Rugby matches***

21. Traditionally there has been an association with large rugby games and drunkenness, antisocial behaviour including fights and associated disorder, littering, and smashed glass. Most of this behaviour has been centred in the Central City, where members of the public congregate after games, or watch the game in bars. There is concern that antisocial behaviour could transpose to the Fan Zone that will host celebrations at Hagley Park during the Rugby World Cup.

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*Cup and Show Week*

22. There has been a history of excessive drinking during Cup and Show week, with many race attendees continuing to socialise in the Central City after the events. Police increase their staffing levels in the Central City during Cup and Show week. Post-race celebrations in the Central City are covered by the Central City Alcohol Ban, which enables the Police to intervene early. It is expected that with the closure of the Central City, many patrons will relocate to celebrations in the Hagley Park Events Centre. It is reasonable to assume that drunkenness will be an issue in Hagley Park as it has been in the Central City during these events.

*Buskers Festival*

23. The Buskers Festival traditionally has had minimal disruption due to alcohol, in part due to the nature of the event and as the majority of events were held within the Central City area, which has an existing Permanent Alcohol Ban. Police enforcement of the ban enabled them to intervene before there were significant issues. It is proposed that these controls are provided in the new venue.

*New Year's Eve*

24. New Year's Eve celebrations are normally held in the Cathedral Square, which are covered by the Central City Permanent Alcohol Ban. Many youth and families attend the show, with patrons from bars in the Central City joining in for the countdown and fireworks display. The location and nature of the New Year's Eve celebrations are not confirmed at this stage, but may be held in Hagley Park. With the closure of the Central City bars there may be increased issues with the public trying to bring alcohol to Hagley Park during the celebrations.

***Clause 5(2) (c) Whether the benefits to local residents and to the city outweigh the restrictions imposed on local residents and other people in the area covered by the resolution; and other people in the area covered by the resolution***

25. There are no residents in the immediate ban area, as the ban is located within Hagley Park; however the rights of residents across the city have been considered. The benefit of having safe, family-friendly events that remove the type of problems that might otherwise occur are considered to outweigh the restrictions on alcohol consumption. In addition, alcohol will be available for purchase in licensed areas of the Events Centre for residents who wish to consume alcohol at the Rugby World Cup, Buskers Festival, and Cup and Show Week events.
26. The area of the Temporary Alcohol Ban has been reduced from the Police's original request, and now focuses on the area immediately surrounding the event, which is likely to be the focus for activity. This recognises residents and businesses use and consume alcohol in a responsible manner in the park throughout the year. For example, residents may consume alcohol in the Botanic Gardens during wedding photos, picnics, and punting on the Avon. Corporate and community groups also consume alcohol during end of year barbeques or picnics.
27. This area also hosts events which have no history of alcohol-related issues, such as the Summer Times performances and Lazy Summers. The proposed ban enables residents to continue to enjoy alcohol in a responsible manner at these events and focuses on key events that are likely to have issues with alcohol.
28. The Temporary Alcohol Ban would apply from 7am until 10pm and would be in conjunction with the Permanent Alcohol Ban, which applies between 10pm until 7am. This would result in a ban being in place for 24 hours a day in the Events Centre during the ban period. A 24 hour ban is considered appropriate for ease of communication and understanding.

***Clause 5(2) (d) Any information from the Police and other sources about the proposed dates, the event or the area to be covered by the resolution***

29. The Police have provided information (summarised in this report) of the issues and behaviour being experienced in relation to past events of a similar nature. The recommended area and dates to be covered by the Temporary Alcohol Ban are supported by the Police.

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**Clause 5(2) (e) Whether the Police support the proposed Temporary Alcohol Ban Area**

30. Police have indicated they support the Temporary Alcohol Ban Area over the proposed dates.
31. Police originally requested that that Classical Sparks and Coca-Cola Christmas in the Park also be included in the ban, however it is agreed that event management processes should be trialled in 2011 to see if they reduce antisocial behaviour. If these interventions do not improve behaviour then a ban may be necessary for subsequent years. This is consistent with the view of Council staff that these are family events, where residents value being able to bring a picnic dinner, which may include beer and wine. Events and Botanic Gardens staff and Coca-Cola do not believe that alcohol issues related with these events warrant a ban at this stage without trialling other measures.

**Clause 5(2) (f) Any other information the Council considers relevant**

32. Hagley Park is currently subject to a Permanent Alcohol Ban between the hours of 10pm till 7am. This ban covers the entire park. The Council has previously considered applying Temporary Alcohol Bans in other areas that have become hospitality and events focuses since the earthquake in February 2011, such as Merivale and Ilam/Riccarton. Suburban areas have become a focus for entertainment since the closure of the Central City, and it is anticipated that the Events Centre in Hagley Park will also become a focus for activity.
33. Various internal and external stakeholders have been consulted with and support the proposed Temporary Alcohol Ban.
34. The proposed Temporary Alcohol Ban only covers the area around the Events Centre. There may be a risk that alcohol related issues could be pushed into the Botanic Gardens, where the Permanent Alcohol Ban does not begin until 10pm. However, it is considered unreasonable to have a ban on the whole park for the reasons mentioned above. In addition, a whole-of-park ban may not entirely reduce the risk of people drinking in the Botanic Gardens. The Botanic Gardens staff report that after the Band Together Concert there was evidence of drinking in the bushes in the Botanic Gardens, with bottles and cans left after the concert. During this concert there was a ban on the whole of Hagley Park, but the Police focused their attention on the main events area.
35. In order to mitigate the risk of drinking in the Botanic Gardens staff will investigate increasing the number of recycling bins around the park to reduce littering, and increasing patrols by the Police and Community Patrol, so that any issues of vandalism or violence can be dealt with. Patrolling of the area may reduce the risk of drinking and engaging in antisocial behaviour in other areas of the park.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

36. See 37 below.

**Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?**

37. Introducing a Temporary Alcohol Ban Area in Hagley Park around the Events Centre could be considered to broadly align to the following Levels of Service in the Strengthening Communities Activity Management Plan, 2.2.3.1, Maintain Safe City Accreditation every 15 years.

**ALIGNMENT WITH STRATEGIES**

38. The Safer Christchurch Strategy aims to see rates of injury and crime decline, for people to feel safe at times in Christchurch City and for Christchurch to have excellent safety networks, support people and services.

**Do the recommendations align with the Council's strategies?**

39. Yes, as above.

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**CONSULTATION FULFILMENT**

40. A number of key internal and external stakeholders were contacted regarding the proposed alcohol ban via phone and face to face meetings. Internal stakeholders included staff from the Botanic Garden, liquor licensing and events teams. External stakeholders included the Police and Coca-Cola.
41. All responses support an alcohol ban in the events area for the Rugby World Cup, Buskers Festival, Cup and Show Week and if necessary, New Years Eve.
42. Council staff and Coca-Cola do not support a liquor ban during Classical Sparks and Coca-Cola Christmas in the Park, as these are considered mostly family-oriented events, where many members of the public value the opportunity to bring a picnic along, including a wine or beer to enjoy. While there have been issues with drinking in the past, this appears to be mainly due to youth drinking, which is manageable under section 38 of the Summary Offences Act 1981. Staff at Coca-Cola have indicated that they believe that the public behaviour at Coca-Cola Christmas in the Park is generally very good, and that enforcement of an Alcohol Ban in such a large crowd is impractical. The Police have indicated they are happy for these events to not have a Temporary Alcohol Ban in place if other event management processes are implemented.
43. Under section 38 (3) of the Summary Offences Act every person under the age of 18 years commits an offence and is liable to a fine not exceeding \$300 who, in any public place and while not accompanied by his or her parent or legal guardian,
  - (a) Drinks any intoxicating liquor; or
  - (b) Has in his possession or under his control any intoxicating liquor for consumption there.

**STAFF RECOMMENDATION**

It is recommended that the Council:

Having considered the matters in clause 5(2) of the Christchurch City Alcohol Restrictions in Public Places Bylaw 2009, declares a Temporary Alcohol Ban Area in the Hagley Park Events Centre, (being the area shown on the attached map), applying from 7am until 10pm each day during the following periods:

- i. commencing at 7am on 9 September 2011 and ending at 10pm on 15 November 2011;
- ii. commencing at 7am on 31 December 2011 and ending at 10pm on 31 December 2011 subject to an event being held in Hagley Park<sup>2</sup>; and
- iii. commencing at 7am on 19 January 2012 and ending at 10pm on 30 January 2011.

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<sup>2</sup> The location and nature of New Year's Eve celebrations have not been confirmed at this stage and may not be held in Hagley Park.

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**BACKGROUND (THE ISSUES)**

44. Since the February earthquake several entertainment and events venues have closed. This has prompted the creation of the Christchurch Events Centre within Hagley Park, which will host a number of celebrations and events over the coming months. The Police are concerned that some of the events to be hosted at the Events Centre could result in disruptive drunken behaviour as the area becomes a focus for people and activity. A Temporary Alcohol Ban is proposed to enable effective policing of the area, and to transpose the controls that would have been in place for events that were originally in areas of the Central City that had a Permanent Alcohol Ban in place.
45. Police experience is that alcohol bans are one of the most effective tools for reducing violence and disorder. This is in part due to the ability of the Police to remove people who are drinking before they cause problems. Alcohol bans may also reduce the volume of alcohol people consume, as drinking is confined to bars or licensed premises, which are subject to host responsibility rules.
46. Hagley Park is currently subject to a Permanent Alcohol Ban that runs 7 days a week from 10pm till 7am over the entire park. This ban was in response to drunkenness and violence in the park spilling out from the Central City and antisocial boy racer behaviour. While the Permanent Alcohol Ban is effective, it does not cover events that begin before 10pm and which may have alcohol related issues.
47. Each of the events proposed to be covered by a Temporary Alcohol Ban and the issues they raise are discussed below.

***Rugby World Cup****Dates: 9 September – 23 October 2011**Setup: 22 August to 8 September**Pack up: 25 – 30 October 2011*

48. The earthquake has resulted in games that were to be hosted at AMI stadium being moved to other cities. In addition, celebrations that were to be held in Cathedral Square are now being moved to the RWC Fanzone, in the newly established Events Centre within Hagley Park.
49. The Fanzone is designed to be a family-orientated venue for the citizens of Christchurch and visitors to Christchurch and will have licensed alcohol venues, and no BYO alcohol. Levels of attendance throughout the tournament will depend on the activity being held at the time and the progress of the All Blacks. Operating hours of the bar will vary, depending on the activities of the Fanzone each day. It is anticipated that up to 45,000 people will attend the quarter final. The Fanzone will comprise of three parts:
  - i. *The MasterCard Ruck:* An inflatable dome structure with interactive displays, and information sites. The MasterCard Ruck will hold the Rugby Lecture Series, a daily conversation with an individual linked to the game. The MasterCard Ruck will be a licensed alcohol area as a hospitality zone for RWC 2011 sponsor's invitation-only events.
  - ii. *The Mini Stadium:* A half sized rugby pitch surrounded by bleacher seating for 1,000 with 2 big screens and a small stage. The stadium will show the screening of all 48 matches of the tournament live as well as pre-match entertainment and an outdoor theatre written specifically for the tournament. The entire mini-stadium will be fenced and will have controlled access points. The mini stadium will be a licensed alcohol area for the public, with a self contained bar in which alcohol can be consumed. It is expected that the bar will open no more than 30 minutes before the commencement of pre-match entertainment and is to close at the conclusion of half-time of the final match of the day.
  - iii. *Surrounding area:* The immediate surrounding area of the stadium and MasterCard Ruck will house the official entry arch, food vendors, the Sportfolio merchandise shop, a box office and provide an area for official sponsors to have a presence within the Fanzone.

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50. As part of the event management plan for the RWC Fanzone, it has been designated as an alcohol free zone, apart from the licensed premises onsite. The onsite operators will be subject to host responsibility requirements, which include not serving intoxicated patrons. In addition, patrons will not be able to transport alcohol to different areas of the Events Centre.
51. Police have identified the RWC Fanzone as a key area of concern for drunken disorderly behaviour. Previous major rugby events have coincided with high levels of drunkenness, violence, vandalism and disorder. The Police note that on a typical week during the Super 14 season the Beat Section staff arrest between 40 and 60 people for a variety of offences. Arrest numbers are generally lower during cold or wet weather. Saturday night is traditionally the biggest night of the week in terms of patron numbers in bars, with Friday night being significantly quieter; however this does not always translate to less disorderly behaviour. The proportion of offences for breaching the liquor ban and disorder and violence is reasonably constant at between half and two thirds of all arrests made by the Beat Section.
52. The following table shows the number of arrests from 3 events during the 2010 Super 15 season. These figures relate only to arrests made by the Beat Section and do not include arrests made by other Police staff. The reported figures may be lower than actual arrest levels as they have been manually recorded from Beat Section statistics. When patrol car statistics are added the true figures would probably be considerably more.

	<b>Crusaders vs. Blues</b> 6/03/2010	<b>Cheetahs vs. Crusaders</b> 17/04/2010	<b>Crusaders vs. Sharks</b> 26/02/2010
<b>Crime Type</b>	<b>Arrests</b>		
Breach of the Liquor Ban	9	9	7
Detoxification	2		
Possession of Cannabis	1		2
Warrant to Arrest	1	1	
Offensive/ Disorderly Behaviour	2	1	1
Breach of Bail		1	
Burglary		1	
Assault		1	
<b>Total</b>	<b>15</b>	<b>14</b>	<b>10</b>

53. AML stadium, where games were to be held, is a contained area and operates as a licensed venue, with strictly enforced no BYO alcohol rules. Cathedral Square is within the Central City Permanent Alcohol Ban Area that runs 24 hours a day, 7 days a week, which is heavily policed during key times, such as large rugby games. It is viewed as being appropriate to duplicate the alcohol controls that would have originally applied in the Stadium and Cathedral Square, in the Events Centre.

**Cup and Show Week***Dates: 1 November -15 November 2011*

54. Cup and Show Week is an iconic event for the region with the major race day attracting up to 25,000 people. The majority of the events are based at Addington Raceway, with the Central City hosting fashion shows and other complementary events. In previous years many race attendees continued to socialise at bars in the Central City post-races. This year a series of shows and events will be held in the Events Centre during Cup and Show Week. Alcohol consumption will be restricted to fenced off areas and sold within licensed venues. No BYO alcohol will be permitted in the Events Centre.



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55. Cup and Show Week has had issues with drunken behaviour in the past. A stricter alcohol policy has been enforced at the Addington Race course over the last two years, with BYO alcohol no longer permitted. This has seen a reduction in arrests and drunkenness, however it is still an area of concern, 2 people were arrested and 4 treated for alcohol-related accidents by St Johns in 2010.
56. There is a risk that drunken disruption as experienced previously at the races and in the Central City could occur at the Events Centre.

**New Year's Eve***Dates: 31 December 2011*

57. The Council's New Years Eve Event is traditionally held in Cathedral Square and is alcohol free, as it is covered by the Central City Area Permanent Alcohol Ban. This event traditionally is a mix of families who attend the entire event and people from bars in town who come for the midnight countdown and fireworks. The event normally attracts approximately 5,000 people with many patrons at Central City bars joining in for the midnight countdown and fireworks.
58. The Event Production Team is currently investigating venue options for this event, including the Entertainment Triangle of North Hagley Park. The event will include musical entertainment from about 10 pm, culminating in a countdown and limited fireworks display at midnight. The intention is to keep this event alcohol-free if held within Hagley Park, as it has been when held in Cathedral Square.
59. New Year's Eve is a busy time for police and the hospital, with many residents and visitors drinking excessively, and hurting themselves in accidents, getting in fights or causing general disruption. Preloading on alcohol at parties before coming into town is a common occurrence, especially with younger people.
60. If New Year's Eve celebrations are held in Hagley Park there may be issues with members of the public bringing alcohol in to the Events Centre and binge drinking without the alcohol controls that are normally in place in the Central City.

**Buskers Festival***Dates: 19 January- 30 January 2012**Setup: 9 January- 18 January 2012**Pack up: 31 January- 7 February 2012*

61. The Buskers Festival is being relocated from the Central City to Hagley Park due to earthquake damage restricting access to the sites it is normally held on, including Cathedral Square, Latimer Square and Cranmer Square. Night shows were previously held in a number of locations including Central City bars, the Arts Centre and suburban locations.
62. This year the Buskers Festival will include street performances, family and kids and comedy shows and is expected to attract around 300,000 people, both locals and visitors. All shows will be on a donation basis, however tickets will be required for entrance to R18 shows and some popular night shows. Alcohol will be available for purchase at the various licensed bars set up in the festival area. A full alcohol management plan will be available and alcohol consumption will be confined to specific areas.
63. There have been few issues with alcohol during the festival in the past in part due to the nature of the event and as the majority of events were held within the Central City area, which has an existing alcohol ban or were held in licensed premises. No statistics from the Police on alcohol-related offences are available.
64. Many of the night time events are ticketed or have limited numbers, and there is a risk that patrons will bring alcohol to the Events Centre and loiter about if unable to enter the shows.

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**Coca-Cola Christmas in the Park***Dates: 26 November 2011**Setup: 19 November 25- November 2011**Pack up: 26 November - 30 November 2011*

65. Coca-Cola Christmas in the Park is an open-air concert and typically attracts a crowd of approximately 100,000. The event attracts families and groups, who generally bring a picnic for the event, including BYO wine and beer. Patrons generally start to arrive for the event from 4 pm and the site is clear by midnight.
66. There have been issues with alcohol-related disorder in the past. The following figures provided by the Police come from records of the Beat Staff, who consist of 6 staff from a total of 35 to 40 Police staff in the Park. It should be noted that there are limitations with these statistics. Arrest numbers do not provide a very accurate picture of what occurs at the park as many incidents are dealt with by separating parties, with arrest often used as the last option. Most offences are for disorder and assaults. It is unclear what proportion of these are committed by youth.

<b>Coca-Cola Christmas in the Park</b>			
<b>Crime Type</b>	<b>29/11/2008</b>	<b>28/11/2009</b>	<b>27/11/2010</b>
	<b>Arrests</b>		
Breach of the Liquor Ban	6	11	2
Warrant to Arrest		2	
Offensive/ Disorderly Behaviour	1	3	7
Receiving Assault			1
Total	8	16	10

**Classical Sparks***Dates: 5 February 2012**Setup: 1-5 February 2012**Pack up: 6-12 February 2012*

67. ASB Classical Sparks is the largest annual event run by the Council's Event Production Team. The event is an open-air concert held on Waitangi weekend in the events space in North Hagley. The concert is family-oriented and the genre of music provided generally attracts a middle-age crowd. Attendance at the concert is up to 80,000.
68. Patrons generally start to arrive for the event from 4pm and the site is clear by midnight. BYO alcohol is allowed and many people bring alcohol with their picnics. In addition there are sponsors areas with invitation-only access where alcohol is served.
69. While this event has had some issues with alcohol in the past, it appears to be mostly youth-related. The Summary Offences Act enables the police to deal with people who are underage drinking or causing a public nuisance. It is the opinion of Botanic Gardens and Events staff that alcohol consumption during both Classical Sparks and Coca-Cola Christmas in the Park is not a significant issue, and the responsible enjoyment of the majority outweighs the few engaging in antisocial behaviour.

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***Event Management Steps to Address Antisocial Behaviour at Coca-Cola Christmas in the Park and Classical Sparks***

70. The following steps were agreed to in 2010 by Council Events staff and the Police to address issues of antisocial behaviour at Coca-Cola Christmas in the Park and Classical Sparks. It is proposed that these steps are implemented before consideration be given to other options, such as a Temporary Alcohol Ban for these events.
- Install a temporary fence line which would restrict public access to the trees area along the length of the river. One option includes installing a fence from the Armagh Street footbridge to the Salisbury Street footbridge, possibly as far as Bealey Ave. The fence would allow emergency service vehicles to use the path area along the river as easier access to areas of the concert. Coca-Cola and the Council's Events staff have indicated that installing a fence may be a health and safety security risk and so the size and location of any fence will be investigated by the Events staff and Police.
  - Improve lighting under trees next to the river to make people more visible in this area.
  - Move the food vendors away from trees and relocate to the other side of the concert. This will help break the crowd up.
  - Increase patrolling of known hot spots by Police and security during and after the event.
  - Fence off Lake Albert area, which will stop people congregating in the area.
  - Place event speakers at the rear of the crowd to engage the crowd that are further away from the stage.
  - Implement zero tolerance policing, especially around antisocial behaviour earlier in the night.
  - CCC liquor licensing inspectors will proactively engage with local off-licenses (liquor stores) prior to the event. This will involve reminding retailers of the laws in regards to selling alcohol to minors.
  - Erect a surveillance tower to provide better monitoring. The Police will approach the Fire Service to see if they can use their truck tower for this purpose.
  - Ideas open for further discussion include changing the hours of the event and scoping for an alcohol free-event. Agreement was not made on these points at the meeting between the Council and Police and it was felt that further discussions were needed before a decision could be made on these points.

**THE OPTIONS**

71. Options for managing alcohol in the Events Centre in Hagley Park that have been considered include:
- i. No Temporary Alcohol Ban, and rely on the current 10pm to 7am Permanent Alcohol Ban Area in Hagley Park;
  - ii. A Temporary Alcohol Ban for the Events Centre for The Rugby World Cup, Cup and Show Week, Buskers Festival, and New Year's Eve, subject to an event taking place
  - iii. A Temporary Alcohol Ban during the above events as well as during Coca-Cola Christmas in the Park and Classical Sparks

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***Option 1: No Temporary Alcohol Ban, and rely on the current 10pm to 7am Permanent Alcohol Ban Area in Hagley Park***

72. This option is considered unreasonable because the RWC, Buskers Festival, Cup and Show Week and New Years Eve have the potential to become unsafe if alcohol is allowed to be brought into the area. Most of these events begin before the existing Permanent Alcohol Ban comes into effect, which would reduce the effectiveness of police intervention. Large rugby games, Cup and Show Week and New Year's Eve have associations with heavy drinking and disorder. If there was no Temporary Alcohol Ban the events could be monitored by Safe City Patrols, Police and security guards, however, in order to keep these events as family-oriented and safe a Temporary Alcohol Ban is considered necessary as it will give the Police greater abilities to deal with alcohol-related issues. This is considered especially important for the Rugby World Cup and Cup and Show Week, as although many issues with youth and alcohol can be dealt with through the Summary Offences Act, rugby games and Cup and Show Week have an association with heavy drinking by adults.

***Option 2: A Temporary Alcohol Ban that covers the Rugby World Cup, Cup and Show Week, New Years Eve and the Buskers Festival, around the Events Centre***

73. This option would apply in the area outlined in Attachment 1 and would be in apply between 7am until 10pm each day for the following periods:
- i. commencing at 7am on 9 September 2011 and ending at 10pm on 15 November 2011;
  - ii. commencing at 7am on 31 December 2011 and ending at 10pm on 31 December 2011 subject to an event being held in Hagley Park<sup>3</sup>; and
  - iii. commencing at 7am on 19 January 2012 and ending at 10pm on 30 January 2011.
74. This ban would cover the events that are considered at most risk from alcohol related disorder, including the Rugby World Cup, Cup and Show Week, Buskers Festival and New Year's Eve. However if an event is not held in Hagley Park on New Year's Eve, then a Temporary Alcohol Ban will not be put in place. The Permanent Alcohol Ban would come into effect at 10pm until 7am, essentially putting a ban on the area for 24 hours.
75. A defined geographical area around the Events Centre would enable the public to consume alcohol in the Botanic Gardens during the spring and summer. The Botanic Gardens are a popular location for end of year functions, wedding photos and picnics, and many residents enjoy consuming alcohol responsibly while enjoying the Botanic Gardens. There is a risk that putting the ban in place only around the Events Centre could push antisocial alcohol related behaviour into the Botanic Gardens, however this risk could be mitigated by increasing the number of recycling points during these events and increasing Police and Community Patrols through the Botanic Gardens.
76. A whole-of-park Temporary Alcohol Ban during the dates above was considered, however it was assessed as excessive as the benefits of a whole-of-park Temporary Alcohol Ban did not outweigh the restrictions of residents who enjoy the Botanic Gardens in a responsible manner.

***Option 3: A Temporary Alcohol Ban that covers the above events as well as during Coca-Cola Christmas in the Park and Classical Sparks***

77. A Temporary Alcohol Ban could include the above events as well as Classical Sparks and Coca-Cola Christmas in the Park. Coca-Cola Christmas in the Park and Classical Sparks events have had issues with alcohol related disorder in the past; however these are considered small in scale, and the negative impacts of alcohol-related disorder at these events do not appear to outweigh the enjoyment of the majority of the public who may have a wine or beer with a picnic. Therefore, it is recommended that a Temporary Alcohol Ban is not put in place for Coca-Cola Christmas in the Park or Classical Sparks. This is supported by Coca-Cola, the Police and staff from the Council Events Team.

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<sup>3</sup> The location and nature of New Year's Eve celebrations have not been confirmed at this stage and may not be held in Hagley Park.

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78. Further safety measures will be trialled this year in an attempt to reduce antisocial behaviour. Options include relocating stallholders, reducing the number of entrances and increasing lighting and erecting a fencing along the river where much of the antisocial behaviour has occurred. The Police will also increase patrolling of liquor outlets in the surrounding area to limit the sale of alcohol to minors. The impact of these interventions will be assessed, and the need for a Temporary Alcohol Ban for the following year will be investigated.

**THE PREFERRED OPTION**

79. Option two is the preferred option as it provides alcohol controls over key events that are likely to have issues with alcohol. The existing ban does not come into effect until 10pm, when the events will be underway. Police experience is that controls are most effective when they come into effect before the event starts. An extension of the existing ban will enable the Police to intervene earlier. Implementing a ban only around the Events Centre is deemed to provide a balance between security and safety at the events and enjoyment of the Botanic Gardens by the public. Excluding Classical Sparks and Coca-Cola in the Park from the ban is preferred, as alcohol-related issues at these events are considered relatively minor, and other safety measures will be implemented to see if they adequately address issues.

***Proposed Ban Dates and Times***

80. The proposed ban would run between the hours of 7am until 10pm each day during the following dates:
- i. commencing at 7am on 9 September 2011 and ending at 10pm on 15 November 2011;
  - ii. commencing at 7am on 31 December 2011 and ending at 10pm on 31 December 2011 subject to an event being held in Hagley Park<sup>4</sup>; and
  - iii. commencing at 7am on 19 January 2012 and ending at 10pm on 30 January 2011.
81. The Temporary Alcohol Ban would be in place in conjunction with the Permanent Alcohol Ban, which would enable a ban to be in place for 24 hours a day during these periods. The ban on New Year's Eve, 31 December 2011, would be conditional on an event actually being held in Hagley Park.

***The Ban Area***

82. The proposed Hagley Park Alcohol Ban area is bounded by Park Terrace to Armagh Street, up the footpath, along the river, across the footbridge near the Hagley Park carpark, up the path by Victoria Lake, through the park to Harper Ave as indicated in the map below. This area is proposed as it will be the main area of activity in the park during the major events and still enables use of the rest of the park during summer by residents.
83. The Temporary Alcohol Ban Area excludes the Botanic Gardens, as many members of the public enjoy alcohol responsibly in this area as while picnicking and during corporate events, such as end of year parties. In addition, several events are held in the gardens over summer, such as the Lazy Summers and Summer Theatre, where many patrons enjoy a picnic with alcohol while enjoying the show. Due to the nature of these events and the demographic attending, there have not been any issues when patrons have consumed alcohol as part of the event in the past.

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<sup>4</sup> The location and nature of New Year's Eve celebrations have not been confirmed at this stage and may not be held in Hagley Park.