



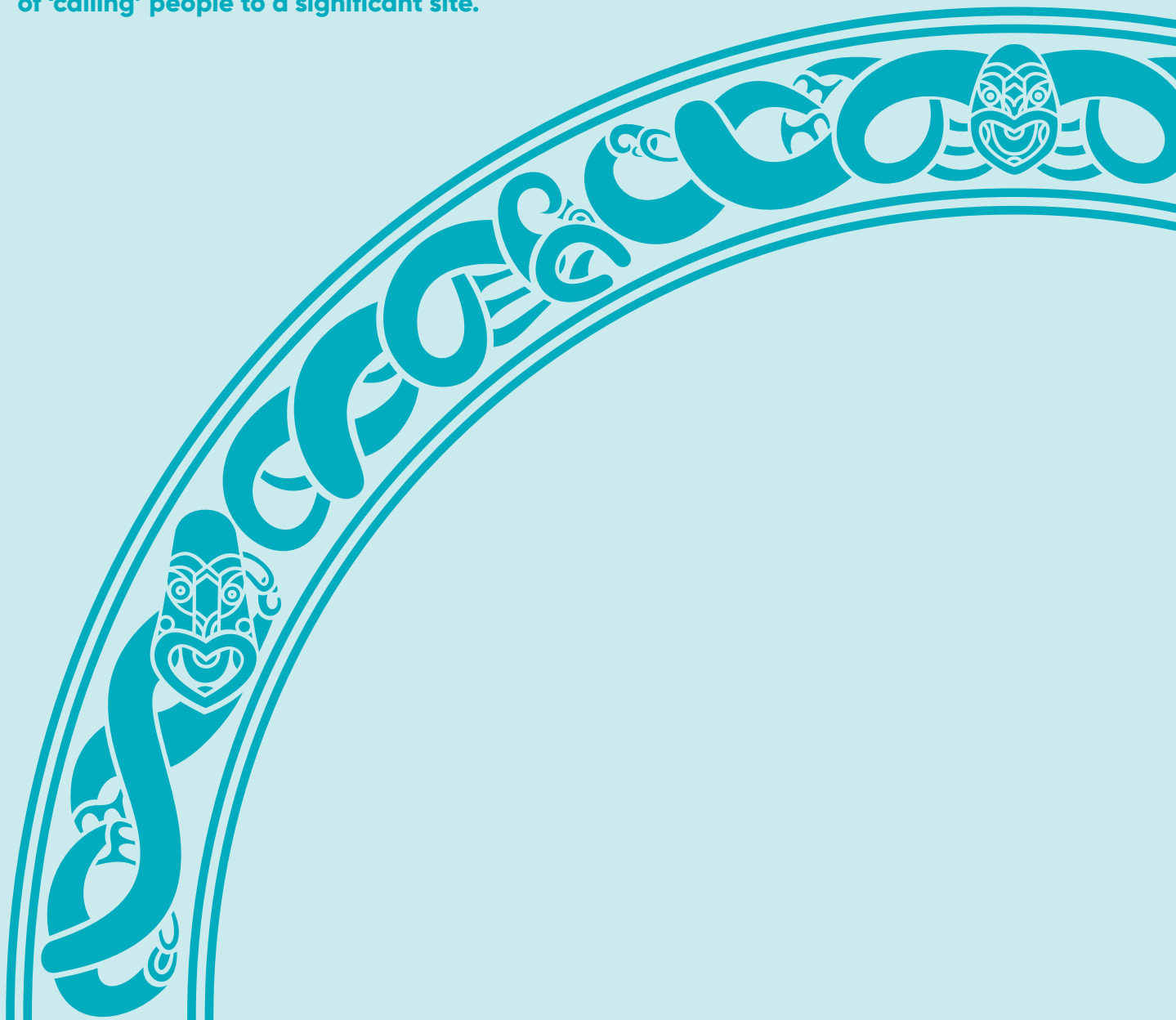
# 36TH AMERICA'S CUP HOSTS' OPERATIONAL DELIVERY REPORT





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**The tomokanga (a gateway) was designed by Katz Maihi, Ngāti Whātua o Ōrākei, Ngāti Whātua ki Kaipara, Tainui, Te Waiohū, and Ngāpuhi, a renowned mana whenua artist, based on the 19 iwi of Tāmaki Makaurau. In Māori culture a tomokanga has a meaning of 'calling' people to a significant site.**



This report has been compiled by Auckland Unlimited on behalf of Auckland Council and the Ministry of Business, Innovation and Employment on behalf of the Crown, as Hosts of the 36th America's Cup, July 2021.

Front Cover photo: Spectators at Maungauika North Head on a race day.

# CONTENTS

<b>GLOSSARY .....</b>	<b>6</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>10</b>
<b>1. INTRODUCTION .....</b>	<b>12</b>
1.1 The impacts of COVID-19 .....	13
1.2 Report approach .....	15
<b>2. AC36 CONTEXT .....</b>	<b>16</b>
2.1 Vision, mission and goals.....	16
2.2 Authorising environment .....	16
2.3 Event structure and parties .....	18
2.3.1 Programme governance .....	18
2.3.2 Relationship Governance Board.....	18
2.3.3 Joint Chief Executive Group.....	19
2.3.4 Event Steering Group .....	19
2.3.5 Challenger of Record (COR) and Syndicate management.....	20
2.3.6 America's Cup Event Ltd .....	20
2.3.7 Wynyard Edge Alliance .....	20
2.3.8 Other steering and governance groups.....	22
2.4 The stadium – on land and on water .....	24
2.4.1 On land.....	24
2.4.2 On water .....	24
2.4.3 Air.....	26
2.5 AC36 by the numbers.....	27
<b>3. PROGRAMME, CORPORATE AND BUSINESS SERVICES .....</b>	<b>28</b>
3.1 Programme overview .....	28
3.2 Programme / project planning / working groups.....	28
3.3 Programme management .....	29
3.3.1 Programme Management Office.....	29
3.3.2 Programme structure – projects .....	30
3.3.3 Programme reporting .....	30
3.4 Human resources .....	31
3.4.1 Crown resourcing .....	32
3.4.2 Auckland resourcing .....	32
3.5 Legal .....	35
3.5.1 Wynyard Hobson Resource Consent.....	36
3.5.2 Alliance model .....	36
3.5.3 Property and leasing – Council lead.....	37
3.5.4 Event agreements – MBIE lead .....	37
3.6 Programme risk .....	38
3.7 Finance .....	40

3.7.1 Budget summary .....	40
3.7.2 Infrastructure development .....	42
3.7.3 Central Government .....	42
3.7.4 Auckland Council.....	45

## **4. STATUTORY AND REGULATORY ..... 47**

4.1 Programme overview .....	47
4.2 Broader regulatory realm .....	48
4.2.1 MEMA .....	48
4.2.2 Immigration regulations: COVID-19 border setting .....	49
4.2.3 Managed isolation quarantine and facilities: COVID-19 border setting .....	50
4.2.4 COVID-19 legislation and public health orders .....	50
4.2.5 Radio spectrum .....	52
4.3 On land .....	53
4.3.1 Road stopping .....	53
4.3.2 Resource consents.....	53
4.3.3 Building consents .....	55
4.3.4 Event Permit .....	57
4.4 On water .....	59
4.5 Air .....	59

## **5. HOST OPERATIONAL EVENT DELIVERY ..... 61**

5.1 Programme overview .....	61
5.2 National .....	61
5.3 On land.....	62
5.3.1 Village operations .....	62
5.3.2 On Site Operations Centre .....	67
5.3.3 Waterfront integration .....	68
5.3.4 Place ready works .....	69
5.3.5 Superyachts .....	70
5.4 On water .....	73
5.4.1 Course marshals and marshal boats.....	74
5.4.2 Course selection and hybrid courses .....	75
5.5 Host City Operations.....	78
5.5.1 Interface with the Event Deliverer .....	78
5.5.2 Event operations .....	80
5.5.3 Major Events Operations Centre (MEOC) .....	82
5.6 City activations .....	87
5.6.1 Events .....	87
5.6.2 Race-day activations .....	90
5.6.3 Accessibility .....	92
5.7 City Skippers volunteer programme .....	94

## 6. C4 / SECURITY / CROWD MANAGEMENT ..... 97

6.1	Programme overview .....	97
6.2	National security and Police .....	97
6.2.1	National security .....	97
6.2.2	New Zealand Police .....	98
6.3	C4 and security .....	100
6.3.1	Command, Control, Coordination and Communication.....	100
6.3.2	C4 testing and readiness sessions.....	101
6.3.3	Security .....	102
6.3.4	Vehicle Safety Mitigation.....	103
6.3.5	Boat ramps .....	104
6.4	Crowd modelling and management .....	105
6.4.1	Crowd demand .....	105
6.4.2	City-wide crowd modelling and management.....	106
6.4.3	Crowd monitoring.....	106
6.4.4	Crowd contingency plans.....	108
6.4.5	Last Mile.....	108

## 7. TRANSPORT ..... 110

7.1	Programme overview .....	110
7.2	National .....	110
7.3	Host City transport.....	111

## 8. COMMUNICATIONS, MARKETING AND ENGAGEMENT ..... 116

8.1	Programme overview .....	116
8.2	Media and communications .....	117
8.3	Brand and identity.....	120
8.4	Domestic marketing.....	124
8.5	Business and community readiness.....	126
8.6	Stakeholder engagement .....	129
8.6.1	Stakeholder engagement approach .....	129
8.6.2	Impacted Local Board engagement .....	130
8.6.3	Impacted residents and business stakeholders.....	131
8.6.4	Transport stakeholder communication.....	132
8.6.5	Eke Panuku stakeholder engagement.....	132

## 9. ENVIRONMENTAL SUSTAINABILITY ..... 136

9.1	Programme overview .....	136
9.2	City operational practices.....	136
9.3	Environmental sustainability partnerships .....	137
9.4	Water quality.....	138
9.5	Marine biosecurity .....	143
9.5.1	Biosecurity operations.....	143
9.5.2	Biosecurity education and communication .....	144

## SUMMARY AND CONCLUSIONS ..... 148

# GLOSSARY

Term	Definition
<b>AC35</b>	35th America's Cup in Bermuda
<b>AC36</b>	36th America's Cup in Aotearoa New Zealand
<b>AC36 project team</b>	Auckland Unlimited's core Event Planning and City Integration project team
<b>AC36 Cup Village</b>	America's Cup Village in the Viaduct and Jellicoe Harbours and adjacent land (illustrated in Figure 3); also known as the Cup Village
<b>AC37</b>	37th America's Cup
<b>ACEP</b>	America's Cup Kaitiaki Engagement Plan Forum
<b>ACSSG</b>	America's Cup Security Steering Group
<b>ACWS</b>	America's Cup World Series. Planned regattas in Portsmouth and Cagliari in 2020 as part of the build-up to AC36. Only the Auckland ACWS regatta proceeded in December 2020
<b>ACE</b>	America's Cup Event Limited – the organisation re-established by Emirates Team New Zealand to deliver the 36th America's Cup event
<b>AOG</b>	All-of-Government
<b>Aotearoa</b>	New Zealand
<b>Auckland resident</b>	A person who usually lives in Auckland
<b>Auckland Unlimited</b>	Auckland Unlimited Ltd, an Auckland Council council-controlled organisation (CCO). Previously ATEED and RFA
<b>ATEED</b>	Auckland Tourism Events and Economic Development Ltd, an Auckland Council council-controlled organisation (CCO). Merged with RFA to form Auckland Unlimited (AUL) in December 2020
<b>ATOC</b>	Auckland Transport Operations Centre
<b>AUL</b>	Auckland Unlimited Ltd, an Auckland Council council-controlled organisation (CCO)
<b>Benefit-cost ratio</b>	The gross benefit divided by the gross cost
<b>Blerter</b>	A SaaS (software as a service) solution for event-time incident management and communication
<b>C4</b>	Command, Control, Coordination and Communication
<b>Capex</b>	Capital expenditure
<b>CCO</b>	Council-controlled organisation
<b>Challengers</b>	Luna Rossa Prada Pirelli Team, INEOS TEAM UK and NYYC American Magic
<b>CME</b>	Communications, Marketing and Engagement, both activities and a working group

<b>COO</b>	Chief Operating Officer
<b>COR</b>	Challenger of Record. For the 36th America's Cup the Challenger of Record was Luna Rossa Prada Pirelli
<b>CONOPS</b>	Concept of Operations
<b>Council</b>	Auckland Council
<b>Crown</b>	The Government of New Zealand
<b>Cup Village</b>	America's Cup Village in the Viaduct and Jellicoe Harbours and adjacent land (illustrated in Figure 3)
<b>Customs</b>	New Zealand Customs Service
<b>Defender</b>	Emirates Team New Zealand
<b>DOC</b>	Department of Conservation
<b>DPMC</b>	The Department of the Prime Minister and Cabinet
<b>Domestic visitor (to Auckland)</b>	A New Zealander who normally lives elsewhere in New Zealand, outside Auckland
<b>Eke Panuku</b>	Eke Panuku Development Auckland Ltd, an Auckland Council council-controlled organisation (CCO). Previously known as Panuku
<b>Equivalent Advertising Value (EAV)</b>	EAV attributes a value to earned media content as opposed to paid media content. An arbitrary multiplier is often applied, justified on the basis that editorial content has greater credibility and is valued more by people than paid content or ad space
<b>Event Concept</b>	The Event Concept was developed by ACE in 2018. The revised version, including the Vision in Figure 1, was published in October 2019
<b>Event Deliverer</b>	The agency responsible for planning, organising and delivering the event (America's Cup Event Ltd – ACE)
<b>ESG</b>	Event Steering Group
<b>ETNZ</b>	Emirates Team New Zealand. The New Zealand sailing team, representing the Royal New Zealand Yacht Squadron, that was the Defender and winner of the 36th America's Cup
<b>Events</b>	The race events from December 2020 to March 2021 that collectively make up the AC36 event
<b>Event attendee</b>	Anyone in the following groups who attended AC36 in-person: ACE, ETNZ, COR, Challengers, volunteers, broadcast and media staff, superyacht owners and crew, public attendees
<b>Geofence</b>	A virtual geographic boundary, defined by GPS (Global Positioning System) or RFID (radio frequency identification) technology, that enables software to trigger a response when a mobile device enters or leaves a particular area
<b>Governing Body</b>	Auckland Council's decision-making body made up of the Mayor and 20 ward Councillors
<b>Host(s)</b>	The Crown and Auckland Council jointly or individually as Hosts in the Host City Appointment Agreement and Host Venue Agreement

<b>Host City</b>	Auckland
<b>Host City Operations Team</b>	Auckland Unlimited's Event Planning and City Integration project team plus additional Auckland Council and council-controlled organisation (CCO) personnel involved in Host City operational delivery during the event period
<b>Hot Debrief</b>	A timely operational staff debrief post-racing, but prior to end-of-day reporting
<b>HCAA</b>	Host City Appointment Agreement, between ETNZ, ACE and Hosts
<b>HVA</b>	Host Venue Agreement, between ETNZ, ACE and Hosts
<b>HVM</b>	Hostile Vehicle Mitigation. Barriers to prevent vehicles being used as a weapon
<b>IASG</b>	Inter-agency Steering Group
<b>IBC</b>	International Broadcast Centre
<b>Jellicoe Harbour</b>	The new sheltered water space created between Halsey Wharf, North Wharf and Wynyard Wharf as part of the infrastructure built for AC36
<b>JCEG</b>	Joint Chief Executive Group
<b>Last Mile</b>	A phrase used to describe the area outside the stadium or venue boundary where people arriving to a venue and departing from it pass through
<b>LO</b>	Liaison Officer
<b>MTA</b>	Maritime Transport Act 1994
<b>Match / the Match</b>	The 36th America's Cup Match races between the Defender and the winner of the Challenger series, held between 10 and 17 March 2021
<b>MEBSG</b>	Major Events Border Steering Group (run by Customs)
<b>MEMA</b>	Major Events Management Act 2007
<b>MEOC</b>	Major Events Operations Centre (run by Auckland Unlimited)
<b>MESC</b>	Major Events Security Committee (chaired by DMPC)
<b>MBIE</b>	Ministry of Business, Innovation and Employment
<b>MPI</b>	Ministry for Primary Industries
<b>MIQ</b>	Managed Isolation and Quarantine
<b>NSS</b>	National Security System
<b>Net benefit</b>	Total benefit, less total cost
<b>New Zealand resident</b>	A person who usually lives in New Zealand (including Auckland)
<b>NZDF</b>	New Zealand Defence Force
<b>NZTA</b>	Waka Kotahi – New Zealand Transport Agency, also known as Waka Kotahi
<b>Opex</b>	Operating expenditure
<b>OSOC</b>	On Site Operations Centre (in the America's Cup Village and run by ACE)



<b>OWOC</b>	On Water Operations Centre (run by ACE)
<b>OWWG</b>	On Water Working Group
<b>Overnight visitor</b>	A visitor who stays overnight in a destination
<b>PMO</b>	Programme Management Office
<b>Public attendee</b>	A person, not involved in the event, who visited the AC36 Village or watched a race in-person, from a boat or land-based viewing area
<b>Race Director</b>	The person appointed under the Protocol with overall responsibility and authority for the running of all racing and associated activities. Also referred to as the Regatta Director
<b>RFA</b>	Regional Facilities Auckland Ltd, an Auckland Council council-controlled organisation (CCO). Merged with ATEED in December 2020 to form Auckland Unlimited Ltd (AUL)
<b>RGB</b>	Relationship Governance Board
<b>RHIB</b>	Rigid Hull Inflatable Boat
<b>RNZYS</b>	Royal New Zealand Yacht Squadron; the holder and trustee of the America's Cup
<b>RT</b>	Radio telephone
<b>SITREP</b>	Situational report updates from operations personnel including agency Liaison Officers in the MEOC
<b>Superyacht</b>	A superyacht is a large, luxurious, professionally crewed sailing yacht, ranging from 24 metres to more than 180 metres in length
<b>Syndicates</b>	Luna Rossa Prada Pirelli Team, INEOS TEAM UK, NYYC American Magic, and Emirates Team New Zealand
<b>Tāmaki Makaurau</b>	Auckland
<b>Total benefit</b>	Total gross benefit generated by AC36
<b>Tramco</b>	A company and landowner in the Wynyard Quarter; also known as Viaduct Harbour Holdings Ltd (VHHL)
<b>Unique attendee</b>	A person who attended AC36 in-person (counted only once)
<b>VIK</b>	Value in kind
<b>VEC / VEC income</b>	Viaduct Events Centre – forfeited rent
<b>VHHL</b>	Viaduct Harbour Holdings Ltd
<b>VSM</b>	Vehicle Safety Mitigation – barriers installed by the Hosts at the Eastern Viaduct entry to the Cup Village as a means of ensuring reliable Hostile Vehicle Mitigation (HVM)
<b>Visitor night</b>	One visitor staying one night in a destination in any form of private or commercial accommodation
<b>WEA</b>	Wynyard Edge Alliance, a public and private-sector alliance involving Auckland Council and Eke Panuku, MBIE on behalf of the Crown, and Downer and McConnell Dowell, Tonkin + Taylor and Beca

# EXECUTIVE SUMMARY

After almost four years in the making the 36th America's Cup (AC36) was successfully held in Tāmaki Makaurau Auckland, Aotearoa New Zealand between December 2020 and March 2021.

Record numbers of people tuned in from around the world to watch the gravity-defying AC75s fly across the Hauraki Gulf and New Zealanders came out in the tens of thousands to show their support.

Despite having to navigate the ongoing impacts of COVID-19 – including occasional shifts in Alert Levels for Auckland – AC36 comprised three events with 21 days of racing, culminating in the triumphant win by Emirates Team New Zealand (ETNZ) on 17 March 2021.

This report focuses on the significant multi-agency effort which went into making AC36 a reality involving representatives from Crown, Auckland Council and mana whenua working alongside America's Cup Event Ltd (ACE), defender Emirates Team New Zealand (ETNZ) and the Challenger of Record (COR) – Luna Rossa Prada Pirelli.

The words of this 36th America's Cup whakataukī, gifted by mana whenua, laid the foundations for the collaboration which would be required between all the parties to host a safe and successful event.

Planning and delivering AC36 was complex and required considerable investment of time and/or money from a wide range of local and central Government agencies, collectively known as the Hosts.

From an operational perspective, the key Crown agencies involved in AC36 included the Ministry of Business, Innovation and Employment (MBIE), New Zealand Police (NZ Police), the Department of the Prime Minister and Cabinet (DPMC), Maritime New Zealand (MNZ), Tourism New Zealand (TNZ), the Civil Aviation Authority (CAA), the Ministry of Transport (MoT), the Ministry of Foreign Affairs and Trade (MFAT), the Ministry for Primary Industries (MPI), the Department of Conservation (DOC), the New Zealand Defence Force (NZDF), New Zealand Customs (Customs) and the Ministry of Health (MOH). Emergency services support was provided by Fire and Emergency New Zealand (FENZ) and St John.

From the local government side, as well as the Auckland Council entity, council-controlled organisations (CCOs) involved included Auckland Tourism, Events and Economic Development (ATEED) and Regional Facilities Auckland (RFA) (merged as Auckland Unlimited from 1 December 2020), Auckland Transport (including AT Metro and the Harbourmaster), Eke Panuku Development Auckland and Ports of Auckland.

The Hosts' collective work on AC36 spanned several programmes including governance; the design and development of infrastructure (through the Wynyard Edge Alliance); city and event operations

*HE WAKA EKE NOA. KIA  
EKE PANUKU, KIA EKE  
TANGAROA.*

*WE'RE IN THIS WAKA  
TOGETHER. THROUGH  
ALL OUR EFFORTS,  
WE WILL SUCCEED.*

and integration (on land and on water); activations (Summernova Festival, accessibility); statutory and regulatory; C4/security/crowd management; communications, marketing and engagement and leverage and legacy.

As well as their expected roles enabling the event, and because of the way roles and responsibilities were delineated in the Host Venue Agreement, in certain areas, throughout various stages of the event, the Hosts (Crown and Council) had to provide significantly more support to the Event Deliverer than would be normal, to ensure the event was delivered safely and within the relevant timelines. This included additional support throughout the consenting and event permits processes and as part of the on-water support provided on race days from the Harbourmaster, New Zealand Police and Maritime New Zealand.

AC36 took place in an uncontained stadium within a bustling city, on land, on water and in the air, with many variables making planning and delivery challenging, such as:

- Race day, start times and daily course decisions only being confirmed on the day of racing.
- Not knowing how many people would come to the event, where or how they would watch it.
- Racing might start and then get abandoned due to weather conditions or due to unforeseen circumstances such as the capsizing of American Magic's boat *Patriot*.

The impacts of COVID-19 on AC36 added another layer of complexity – with event cancellations, time lost from lockdowns, budget freezes and reductions, border restrictions, and awareness that changes to Alert Levels could happen at any time.

Notwithstanding these challenges, the event was able to proceed and was delivered successfully and safely, with international participants, large numbers of spectators in attendance and quality broadcast coverage – at a time when much of the world was still in highly restrictive lockdowns.

It demonstrated to the world Aotearoa New Zealand's ability to safely host an event of this scale, during a global pandemic.

AC36 has left its mark on Tāmaki Makaurau Auckland and Aotearoa New Zealand for years to come. This includes a reinvigorated waterfront with access to new public spaces, new sheltered water space in Jellicoe Harbour to match the iconic Viaduct Harbour, additional superyacht infrastructure, enhanced event spaces, public artworks, new events and festivals, new environmental initiatives, an increased global profile and further reinforcement of being a world-class major events host.

# 1. INTRODUCTION

An event of the size, duration and complexity of the 36<sup>th</sup> America's Cup (AC36) requires a considerable investment by a large number of parties. The purpose of this report is to provide an overview of the role central and local Government agencies played as Hosts in the event and its related activities, ensuring they were successfully delivered, including the responsibilities identified to be undertaken by Hosts (Crown and Auckland Council) as part of the Host Venue Agreement (HVA).

In June 2017, Emirates Team New Zealand (ETNZ) won the 35th America's Cup (AC35) in Bermuda and earned the right for the Royal New Zealand Yacht Squadron (RNZYS) to host AC36 in the location of its choice. In September 2017, ETNZ confirmed it would hold the event in Tāmaki Makaurau Auckland – subject to agreement being reached with the Government on an appropriate venue.

In March 2018, a Host City Appointment Agreement (HCAA) was signed between America's Cup Event Limited (ACE), ETNZ, the Ministry of Business, Innovation and Employment (MBIE) and Auckland Council confirming Tāmaki Makaurau as the location of the 36th America's Cup. This was followed with a Host Venue Agreement (HVA), signed in April 2019, which set out the rights and delivery obligations of each of the parties in relation to the event.

The overall AC36 Programme comprised activity in the lead up to the event (such as the development of the infrastructure in and around the America's Cup Village (Cup Village), and operational support and leverage activities), as well as the event period itself which included:

- the America's Cup World Series Auckland and Prada Christmas Race (17 – 20 December 2020)
- the Prada Cup: Challenger Selection Series (15 Jan – 21 Feb 2021)
- the 36<sup>th</sup> America's Cup Match (10 – 17 March 2021).

This report is one of a suite of seven reports, which together provide a comprehensive description of the 36th America's Cup held in Auckland New Zealand over the summer of 2020 and 2021. The reports range from the *Wynyard Edge Alliance Value for Money*<sup>1</sup> report on the development of the on-land and on-water infrastructure required to host the teams on the Auckland waterfront; the evaluation of the impact of AC36 in terms of cost and benefits<sup>2</sup>; and the final event report from the Event Deliverer<sup>3</sup>.

In addition to this report, the approach taken by Hosts to leverage the opportunity created by AC36 is covered in the *36th America's Cup Leverage and Legacy Report*<sup>4</sup>, and a report to bring together the collective activity and deliverables undertaken across all agencies which profiles how Māori identity and culture was incorporated into the delivery of AC36, ranging from infrastructure to the event to activations, and in the use of te reo and imagery in broadcast and marketing collateral.

1 *Wynyard Edge Alliance Value for Money Report: Executive Summary*, The Property Group, February 2021.

2 *36th America's Cup Impact Evaluation Report*, Fresh Info, June 2021.

3 *America's Cup Event Limited Final Event Report*, ACE, June 2021.

4 *36th America's Cup Leverage and Legacy Report*, collated by MBIE and Auckland Unlimited on behalf of Crown and Council agencies, August 2021.



The six reports that are being publicly released by Crown and Council are:

- *Auckland, New Zealand's Hosting of the 36th America's Cup*
- *36th America's Cup Impact Evaluation*
- *36th America's Cup Hosts' Operational Delivery Report*
- *Wynyard Edge Alliance Value for Money report*
- *36th America's Cup Leverage and Legacy Report*
- *Showcasing Tāmaki Makaurau Auckland's Māori identity and culture through the 36th America's Cup* – the title is still being finalised.

At the same time, ACE will be releasing its *America's Cup Event Limited Final Event Report*, which is the last report in the suite of seven reports.

## 1.1 The impacts of COVID-19

In December 2019, the first case of Coronavirus disease 2019 (COVID-19), also known as the coronavirus, or COVID, was identified in Wuhan, China. COVID-19 is a contagious disease caused by severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2). On 30 January 2020, having received evidence of the person-to-person spread of the virus in other countries, the World Health Organisation (WHO) declared that the outbreak constituted a Public Health Emergency of International Concern (PHEIC). This triggered recommendations to all countries aimed at preventing or reducing the cross-border spread of disease. On 10 March 2020, the WHO declared COVID-19 a pandemic.

Aotearoa New Zealand reported its first case of COVID-19 on 28 February 2020. On 14 March 2020, the Government announced that anyone entering the country would need to isolate for 14 days and less than a week later on 19 March, the Government closed its borders to all but returning New Zealand citizens and permanent residents.

On 21 March 2020, the Government introduced a four-tiered 'Alert Level' system to help to manage and minimise the risk of COVID-19. The system was designed to help people understand the Government's plan for managing the pandemic and what that meant for how people could live their lives. Alert Levels can be applied to a town, city, region or the whole country and range from minor restrictions (Level 1) to 'lockdown' style measures (Level 4).

All of Aotearoa New Zealand was at either Alert Level 3 or Alert Level 4 between late March and early May 2020. Between May 2020 and the end of the events that made up the 36th America's Cup, most of the country remained at Level 1, with Alert Level 2 and 3 introduced in Auckland from time-to-time in response to occasional cases there.

For Tāmaki Makaurau Auckland, COVID-19 resulted in a nearly half-billion-dollar hole in Council finances for the 2020/2021 financial year<sup>5</sup>, with losses projected to reach around \$1 billion by 2024. This has had significant impacts on Council services and functions, with reduced spending and staff numbers, cuts to services and non-essential spending and deferral of some infrastructure projects. There was no reduction to Council's commitments under the HVA to AC36 but elements of the leverage and legacy programme were reduced.

<sup>5</sup> *Te Tahua Pūtea Mate Ohotata 2020/2021; Emergency Budget 2020/2021, Auckland Council.*

For the Crown, a significant number of Government employees and resources were diverted or re-assigned to New Zealand's ongoing response to the pandemic.

COVID-19 had a material impact on AC36 in terms of planning, attendance and delivery. The aspirations and expectations of all involved in the hosting of AC36, from teams and ACE, to Hosts and mana whenua, had to be recalibrated.

The closing of a large number of businesses and organisations, or people needing to work from home during Alert Levels 3 and 4, had the effect of slowing production, such as the building of Sea Cleaner boats, the redevelopment of the Quay Street precinct (a key gateway to the Cup Village) and the building of ETNZ's race boat. General AC36 planning was slowed by the inability to bring all partners together when required.

The cancellation of the America's Cup World Series (ACWS) Regattas that were planned for Portsmouth and Cagliari had both a financial and promotional impact for AC36. Events such as the Youth America's Cup (presented by the Royal New Zealand Yacht Squadron (RNZYS)), and the RNZYS AC J Class Regatta, as part of the fleet visit to Auckland for the Cup, were also cancelled.

The closing of the New Zealand borders greatly impacted the number of visitors to Tāmaki Makaurau and the subsequent economic benefit to Aotearoa New Zealand. Not only were the majority of independent tourists unable to visit New Zealand, but cruise ships also stopped operating and superyacht arrivals into Auckland were greatly reduced. Restrictions were placed on the number of media able to visit, which also impacted the level of international coverage for the event.

### **AC36 COVID-19 Working Group**

Given it was prepared in the early stages of planning for events under COVID-19, the first draft of the ACE COVID-19 management plan lacked some detail.

Due to the huge complexities of delivering a major event on both land and water, with spectators, during an international pandemic, and to ensure that ACE could meet its Event-Permit obligations, the Crown, working with Council, set up a special, multi-agency *COVID-19 Working Group* to support ACE to develop robust management plans and processes to support the operational delivery of the event at different Alert Levels. Senior experts from the Ministry of Health (MOH), Auckland Emergency Management (AEM), Auckland District Health Board (ADHB), WorkSafe New Zealand, New Zealand Police, Auckland Council, Maritime New Zealand, the Ministry of Business, Innovation and Employment (MBIE) and the Department of the Prime Minister and Cabinet (DPMC) all collaborated to provide the event with unprecedented support and ongoing advice and expertise, as required.

Crown agencies and Council dedicated significant time and resource to supporting ACE to be able deliver a COVID-19-safe America's Cup – both before the event by providing considerable support to develop their COVID-19 response plans for on land and on water, and in the lead-up to and during the event to help them with the implementation of those plans. As an example, WorkSafe New Zealand also worked with each of the Syndicates to ensure that their own COVID-19 preparations were integrated with each other and with the event.

These processes were tested in the latter stages of the event when Tāmaki Makaurau Auckland moved to Alert Level 3 and then to Alert Level 2 twice in February/March 2021. All activations within the AC36 Village were closed during these periods. Racing was not permitted under Alert Level 3, and at Alert Level 2 race courses were chosen that minimised the risk of crowds gathering

to watch the racing. This reduced the level of public engagement during those brief periods, but support for the event remained strong once the restrictions were lifted.

From a capacity and security perspective, the reduced numbers of the usual international visitors and superyachts in Auckland meant that the capacity of the Cup Village and on the water was never significantly challenged, other than on the final Match day. This would have contributed to the largely incident-free event.

## 1.2 Report approach

The report is structured around the key public-sector responsibilities outlined in the Host Venue Agreement (HVA). The lead and supporting agencies for each function or Programme area are identified along with a brief summary of what was delivered and any key learnings and recommendations that can be applied to future events.

The report is a compilation of views from multiple agencies – it was a large and complex project with many stakeholders, and not everyone had visibility of the whole, so their views may reflect only that part of the project with which they were involved. While endeavours have been made to ensure consistency within the report, there will be areas where views may differ.

## 2. AC36 CONTEXT

### 2.1 Vision, mission and goals

All parties (ACE, Hosts and mana whenua) were involved in the development of a common vision, mission and key goals for AC36, as shown in Figure 1.

The Programme vision was 'Ignite the Passion – Celebrate Our Voyages'. This was underpinned by the whakatauki 'He Waka Eke Noa. Kia Eke Panuku, Kia Eke Tangaroa. We're in this waka together, through all our efforts, we will succeed'.

The event mission was 'To provide Auckland and New Zealand with an inclusive, sustainable and welcoming world-class international sporting event that delivers increased promotional and economic benefits to the Hosts, Sponsors and Teams'.

The infrastructure mission was 'Creating a stage for the America's Cup and a waterfront destination that Kiwis and visitors love'.

The AC36 principles were manaakitanga (a warm welcome), kaitiakitanga (guardianship) and kotahitanga (collaboration).

The vision was articulated around four themes or strategic objectives: place, economic wellbeing, participation and storytelling.

### 2.2 Authorising environment

ETNZ won the 35th America's Cup Match in Bermuda in June 2017, as the representative of the Royal New Zealand Yacht Squadron (RNZYS). RNZYS became the holder and trustee of the America's Cup pursuant to the Deed of Gift, dated 24 October 1887, between George L. Schuyler and the New York Yacht Club (NYYC), as amended from time to time, (the Deed of Gift) and subsequently entered into the Protocol governing the 36th America's Cup, dated 26 September 2017 (the Protocol).

RNZYS appointed ETNZ to conduct the defence of AC36 on its behalf, including all aspects of the sporting campaign, the required event management and the selection of the host venue for the events.

ETNZ re-established its event company, America's Cup Event Ltd (ACE), to undertake the event-management responsibilities for the AC36 events, and ACE would work alongside the Challenger of Record (COR) – Luna Rossa Prada Pirelli – for COR's own event-delivery responsibilities in Auckland.

ETNZ entered into agreements with Crown and Council in two phases:

- In March 2018, a Host City Appointment Agreement (HCAA) was signed between ACE, ETNZ, the Ministry of Business, Innovation and Employment (MBIE) and Auckland Council confirming Tāmaki Makaurau as the location of the 36th America's Cup. This committed Crown and Council to the building of infrastructure, and a hosting fee of \$40 million. The HCAA also established the Viaduct Events Centre (VEC) as ETNZ's base.



# VISION AND MISSION FOR THE 36TH AMERICA'S CUP

**VISION: Ignite the passion – celebrate our voyages**

## WHAKATAUKĪ

**He Waka Eke Noa**

**Kia Eke Panuku, Kia Eke Tangaroa**

**We're in this waka together**

**Through all our efforts, we will succeed**

## INFRASTRUCTURE MISSION:

Creating a stage for the America's Cup and a waterfront destination that Kiwis and visitors love.

## EVENT MISSION:

To provide Auckland and New Zealand with an inclusive, sustainable and welcoming world-class international sporting event that delivers increased promotional and economic benefits to the Hosts, Sponsors and Teams.

## PRINCIPLES

### Manaakitanga A Warm Welcome

We share the abundance and spirit of generosity with our visitors

### Kaitiakitanga Guardianship

Guided by mana whenua, we will actively care for our place, our environment and our people

### Kotahitanga Collaboration

We will work together in unity

### Place

To accelerate the sustainable transformation of our communities, our water and our whenua

### Economic Wellbeing

Creating shared benefit through connection, innovation and trade

### Participation

Every New Zealander has an opportunity to participate in and celebrate the America's Cup

### Storytelling

The rich cultural and voyaging stories of Tāmaki Makaurau and Aotearoa are shared and valued

**Figure 1: Vision and mission for the 36<sup>th</sup> America's Cup**

- This was followed by a Host Venue Agreement (HVA) signed between ACE, ETNZ, the Ministry of Business, Innovation and Employment (MBIE) and Auckland Council in April 2019, which set out the rights and delivery obligations of each of the parties in relation to the event. The HVA outlined in greater detail the Hosts' (Crown and Council) responsibilities. The HVA also established four meeting structures between ACE and Hosts to manage and provide project oversight between ACE and the Hosts: the *Relationship Governance Group* (RGB), *Joint Chief Executive Group* (JCEG), *Event Steering Group* (ESG) and the *Inter-agency Steering Group* (IASG) (which was later disbanded to be replaced by four specific working groups for *On Water*; *On Land*, *CME* (Communications, Marketing and Engagement) and *C4* (*Command, Control, Coordination and Communication*) / *Security* / *Crowd Management*).

ACE had responsibility for delivering the on-water event, the Cup Village, air operations and international broadcast. Eke Panuku, on behalf of Auckland Council, provided a 'Licence to Occupy' for the Cup Village for the event period.

The Hosts (Crown and Auckland Council) responsibilities included the Event Investment (MBIE administering the Crown's funding to ACE via an Event Investment fee of \$40 million), delivery of the sites<sup>6</sup> (for no fee) and delivery of the public-sector delivery obligations.

In total, the Crown spent approximately \$133 million on infrastructure, the Event Investment fee or hosting fee (at \$40 million) and other operating expenditure.

Auckland Council, through a number of its council-controlled organisations (CCOs), had extensive responsibilities for enabling the delivery of AC36 Programme and committed significant financial and other resources.

Outside of these, as Host City, Auckland Council needed to ensure the city could still function with an uncontained venue in a busy, working harbour, and develop a Programme to bring other parts of Auckland to life to maximise the benefits of being the Host City.

To enable AC36 to happen in Tāmaki Makaurau Auckland, the Auckland Council Group invested a total of approximately \$215.2 million over four years on infrastructure and operational delivery.

## 2.3 Event structure and parties

### 2.3.1 Programme governance

The AC36 Programme operated for three-and-a-half years from the end of 2017 to June 2021.

The governance structures ranged from the political level and Chief Executives down to operational delivery. A challenge in Tāmaki Makaurau Auckland's preparations was navigating the complex America's Cup relationships and multiple parties. Personnel and leadership changes also occurred throughout the Programme.

### 2.3.2 Relationship Governance Board

The *Relationship Governance Board* (RGB) was established as part of the Host City Appointment Agreement with the purpose to "sort out issues that were unable to be resolved at a lower governance level". The RGB was made up of two members from ETNZ and ACE collectively and one from each of the Council and Crown. The RGB was activated twice: once to escalate on-water planning and once to escalate HVA matters.

<sup>6</sup> Sites are defined in the HVA as being the area occupied by the Cup Village and the Team Base Areas.

### 2.3.3 Joint Chief Executive Group

The *Joint Chief Executive Group* (JCEG) was formed in 2018 to provide the strategic leadership, decision making and integration across both the infrastructure and event elements of the AC36 Programme.

JCEG was a key forum for engagement and ensuring information was shared accurately. The group met monthly prior to the event, and then as required during the event period.

JCEG had a representation-based membership – to protect and/or promote specific stakeholder interests. JCEG representatives acted as coordinators, communicators and conduits for all AC36 activity for their respective organisations and were empowered to commit their organisations to AC36 within agreed Programme and budget envelopes.

The membership consisted of senior executives representing Auckland Council, Eke Panuku, Auckland Unlimited, Auckland Transport (AT), the Mayor's Office, MBIE, New Zealand Police, the Government's Auckland Policy Office (APO), ACE, AT and mana whenua<sup>7</sup>.

The AC36 Programme was committed to engaging with mana whenua in a genuine and respectful manner. Auckland Council recognises 19 iwi across Tāmaki Makaurau. Four mana whenua representatives were appointed to the JCEG.

Initially the role of the JCEG chair was held by Auckland Council Chief Operating Officer, Dean Kimpton. Dean Kimpton left his role at Auckland Council in June 2019 but continued as the independent chair of JCEG until December 2019, while the group considered the appropriate independent appointee. In December 2019, Nick Hill (Chief Executive of Auckland Unlimited) became the JCEG chair to reflect the shift of focus from the infrastructure build to event delivery.

The JCEG was supported by the Programme Management Office (PMO) and a series of functional workstreams to achieve cross-Council Group and Crown coordination on projects and engagement with external delivery agencies.

### 2.3.4 Event Steering Group

The *Event Steering Group* (ESG) was established to facilitate the strategic direction of the event between ACE, Government and Council agencies. Its role was also to provide guidance to JCEG to support the integration of the event elements and event infrastructure.

ESG was chaired by ACE. The membership included representatives of ACE, the Challenger of Record (from August in 2020)<sup>8</sup>, Ngāti Whātua Ōrākei, Auckland Unlimited, Eke Panuku, Auckland Transport, the Harbourmaster, New Zealand Police and MBIE. The initial membership excluded Auckland Transport and New Zealand Police, which were added after a governance review in March 2020<sup>9</sup>, and the Department of the Prime Minister and Cabinet (DPMC) was added as part of the event-time ESG.

The ESG met monthly until event-time, when further operational terms of reference were agreed with provision for meetings every race day (as required) and with membership adjustments for event-time delivery.

<sup>7</sup> Regional Facilities Auckland (RFA) membership ceased when Auckland Unlimited was established in December 2020.

<sup>8</sup> Prior to this, Mayo and Calder Ltd (M&C) was deemed by ACE to also be acting on COR's behalf.

<sup>9</sup> *America's Cup Governance Review*, PricewaterhouseCoopers, March 2020.

Information sharing at and beyond ESG was difficult at times. This resulted in separate one-on-one working-level meetings being held in order to obtain information and advance issues. This created additional challenges with information consistency and flow of communications.

### **2.3.5 Challenger of Record (COR) and Syndicate management**

ACE was solely responsible for liaising with the COR and the Challengers in relation to its event-management responsibilities and delivering its obligations to the Challengers under the Protocol regarding the staging of AC36, the Prada Cup and the Auckland America's Cup World Series (ACWS) and Christmas Cup.

In the Hosts' view this significantly limited their ability to progress a number of their own activities (such as branding and activations) and with compliance for building and other consents for Syndicate structures. Not having direct communications with COR and the other Challengers created further issues with information consistency and flow of information, and delayed progress on some aspects of work.

### **2.3.6 America's Cup Event Ltd**

ETNZ re-established its event company America's Cup Event Ltd (ACE) to undertake its event-management responsibilities regarding the staging of AC36, the Prada Cup and the Auckland ACWS/Christmas Cup, all to be held in Auckland between December 2020 and March 2021. ACE was responsible for developing the Event Concept, which it produced in 2018. The revised version, including the Vision in Figure 1, was published in October 2019.

ACE appointed Mayo and Calder Ltd (M&C), in January 2018 to provide services in relation to the event delivery and to provide high-quality professional event management. In July 2020, M&C's contract was terminated by ACE, and new senior management was put in place at ACE in August 2020 to complete the delivery of AC36.

As resourcing increased, and people were out of lockdown, progress towards event operational delivery milestones regained momentum. This is discussed further in the relevant upcoming sections.

ACE held the leases for Bases B to G directly with Eke Panuku and sublet Bases B, C and D to the other Syndicates.

### **2.3.7 Wynyard Edge Alliance**

Auckland Council and the Crown agreed to share the costs to develop the supporting infrastructure required, establishing the Wynyard Edge Alliance (WEA) to create the stage for the America's Cup and a waterfront that Kiwis would love.

WEA was a public and private-sector alliance involving Auckland Council, MBIE on behalf of the Crown, and Downer, McConnell Dowell, Tonkin + Taylor and Beca. This was the first time that Auckland Council and central Government had worked alongside the private sector in an alliance model to deliver a complex infrastructure project outside of a major transport project.

The WEA had its own governance structure and Project Alliance Board.

WEA was responsible for the design and construction of the seven base platforms around the Viaduct Harbour and Wynyard Quarter, as well as other essential event infrastructure. This included an extension to Hobson Wharf, marina berths, the installation of breakwaters at Halsey and Wynyard Wharves and land-based works, including the removal of redundant industrial bulk storage tanks from Wynyard Point.



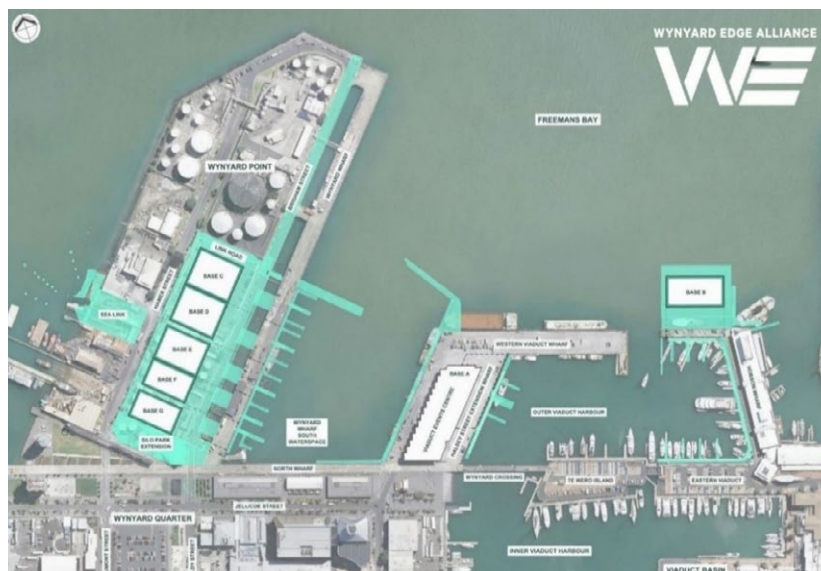
The Wynyard Hobson Resource Consent was granted on 25 September 2018.

Beyond the standard construction focus, WEA formed early and enduring partnerships with local stakeholders and mana whenua (through the America's Cup Kaitiaki Engagement Plan Forum – ACKEP), undertook additional work to support mental-health outcomes for its team, and supported coaching to develop staff, including a literacy and communication programme.

The scope of the infrastructure project undertaken by WEA is shown in Figure 2 and is discussed further in the *Wynyard Edge Alliance Value for Money* report.

**Figure 2: Scope of the AC36 work for Wynyard Edge Alliance**

Source: Wynyard Edge Alliance<sup>11</sup>



10 A Lost Time Injury (LTI) is an injury sustained by an employee that leads to a loss of productive work time.

11 Wynyard Edge Alliance Value for Money: Executive Summary report, The Property Group, February 2021.

### 2.3.8 Other steering and governance groups

As illustrated in Figure 6, there were several other governance and steering groups involved across the AC36 Programme, both specific groups set up for AC36 (such as the *Leverage and Legacy Steering Group*) and those which already exist and operate as part of an All-of-Government approach to major events (such as the *Major Events Security Committee*).

The *Major Events Security Committee's* (MESC) role was to ensure national security-related planning activities, operational arrangements and contingency planning were undertaken in a coordinated manner. As the lead response agency for counter terrorism and public safety, New Zealand Police facilitated a wider group (*America's Cup Security Steering Group* or ACSSG) to ensure cross-sector coordination for AC36.

The *Leverage and Legacy Steering Group's* role was to provide strategic direction and oversight of the leverage and legacy and data and evaluation projects, for JCEG and the Project Managers for Leverage and Legacy and for Data and Evaluation, supporting the delivery of the agreed project objectives.

The *Inter-agency Steering Group* (IASG) was established to ensure key stakeholders had an integrated and consistent forum for identifying and resolving coordination issues and facilitating information flows, advice and assistance. IASG was a useful forum for engaging with the wider industry and stakeholders in the development of the Programme, but it was not set up to be a delivery entity. Working groups replaced the IASG function after the PricewaterhouseCoopers (PWC) review<sup>12</sup> in March 2020 as it was identified that the primary focus of IASG was information sharing, which was already occurring via other governance and working groups.

The *Risk Advisory Group* was established to provide independent and objective reviews of identified risks, and to escalate significant risks and issues to enable decision making by JCEG.

The *Major Events Border Steering Group* (MEBSG), another existing forum led by Customs, ensured direct support from border agencies to AC36 and Challengers to coordinate the importation of goods, equipment and vessels used for the event.

The *Future Approvals Group* was established to provide coordination across the consents and approvals required for the delivery of AC36.

### Lessons learned and recommendations

- The governance structure was designed as an attempt to meet all parties' needs for representation but resulted in a complicated structure across the entire Programme. The governance structure required a balance between best-practise programme management and management of commercial rights and interests. The representative model was adopted for AC36 to ensure a balance between Hosts and Event interests was maintained.
- The representation approach is particularly taxing on agencies with limited resources available to sit on the various steering and working groups, both AC36 specific and those that usually operate in major events in Auckland and New Zealand. As examples, the *Leverage and Legacy Steering Group* was an unnecessary layer, and the IASG was primarily an information sharing group.

<sup>12</sup> *America's Cup Governance Review*, PricewaterhouseCoopers, March 2020. The review was commissioned by Auckland Unlimited to determine if the governance set up remained fit-for-purpose as the event moved more into the event-delivery phase.

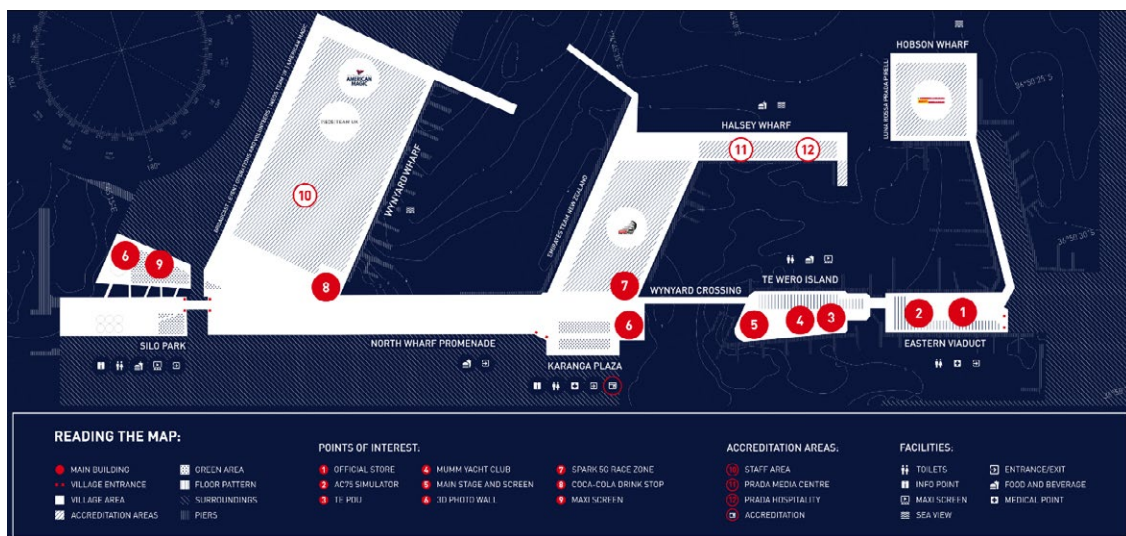
- The complex nature of the governance structure sometimes resulted in a lack of clarity of roles and responsibilities, which could have had the effect of dispersing accountability. A simpler structure for future events would contribute to a greater clarity of roles and responsibilities, including between the Hosts and the Event Deliverers.
- As a result of the tight timeframes and the bargaining power of ETNZ in the HVA, once the HCAA had been signed, the reporting framework outlined within the HVA negotiation was insufficient to provide real-time insights and understandings of progress-to-date, emerging issues and mitigations. Best practice (as is usual under the New Zealand Major Events and Auckland Council contracting frameworks) would involve an agreed set of measures that inform, on a timely basis, the nature of the progress made, emerging issues (and mitigations) and any further intervention and or support required from sponsors.
- Many of the challenges of delivering a complex event such as the America's Cup can be avoided by including event-delivery experience within the governance structure. Best practice, as has been the case at previous major events, would be to have representatives who have proven experience around the governing, oversight and operational delivery of a major, international event.
- While the shift in responsibility for governance leadership and associated support from Auckland Council to Auckland Unlimited took place as the infrastructure build phase was ending and the event delivery phase was ramping up, it coincided with the change in Chief Executive at Auckland Council. Together, these two events had the effect of appearing to reduce Auckland Council's overall accountability for the event (as the HVA signatory). Council's collective responsibility over the duration of the event needs to be maintained.
- Governance support and quality assurance for the entire Programme of work on behalf of the Hosts are critical. There were periods of time over the event duration when optimum resourcing was not in place.

## 2.4 The stadium – on land and on water

### 2.4.1 On land

ACE was responsible for the delivery of the event on land (comprising the Cup Village and the Syndicate bases). The layout of the village is detailed in Figure 3.

**Figure 3: the layout of the America's Cup Village (Cup Village) on the Auckland waterfront**



The AC36 Village opened on 16 December 2020 and was open every day (excluding Christmas Day) that Auckland was at Alert Level 1 until 17 March 2021. After the America's Cup World Series (ACWS) an adjustment was made to the village operating hours to 10am to 9pm on race days and from 10am to 6pm on non-race days.

In line with usual practice, ACE as the Event Deliverer, was responsible for its venue (the America's Cup Village), the immediate perimeter and the access to gates leading into its venue. ACE was responsible for managing people's safety on arrival and departure in the immediate perimeter and through the entry points to the Cup Village. Hosts were responsible for Last Mile delivery.

ACE managed the Cup Village and all on-land activity from an On Site Operations Centre (OSOC), located at Site 10 in Figure 3.

For two years the Auckland Service Delivery team from Customs worked to ensure that the large amount of equipment, including vessels for each Challenger and the event, arrived into New Zealand without delay. Customs maintained communication and continued support with stakeholders, including freight companies and Challengers, which contributed to the events' success. The first items were imported in March 2019 and from then a steady flow of shipping containers arrived as the Challengers set up their bases.

The exportation of equipment was a significant undertaking. Customs Officers were on-site overseeing the repacking of items and ensuring any issues were dealt with in a timely way.

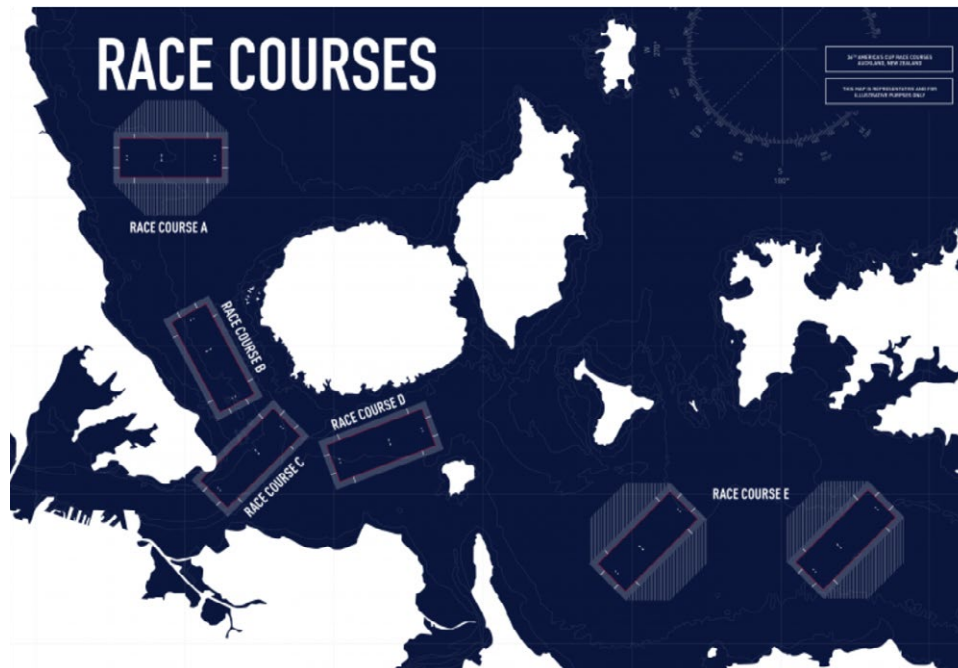
### 2.4.2 On water

ACE was responsible for on-water management. This included the preparation of an application for a Major Maritime Event Permit under section 200A of the Maritime Transport Act 1994 (MTA) to enable the protection and management of the race courses, protect the cable zone for Course A and the transit lanes for Courses B, C and D. The permit was granted by the Minister of Transport.



To enforce the permit, powers are available under MTA 200B for Enforcement Officers, including the Police and the Harbourmaster. Maritime NZ staff were also appointed as Enforcement Officers for the purpose of being able to take enforcement action for any unlawful commercial activity.

**Figure 4: The location of the five AC36 race courses in the Waitematā and Hauraki Gulf**



Five race courses were designed by ACE for AC36 in the Waitematā Harbour and Hauraki Gulf (see Figure 4). Each course had a windward-leeward configuration and an upwind start. The length of each course was dependent on location and the prevailing weather conditions, but ranged between 1.1 to 2.2 nautical miles. The course on which the teams sailed was decided on each race day by the Race Director and Race Management, in consultation with the Harbourmaster.

Courses A, B and C provided the best vantage points for land-based spectators and were generally favoured when Auckland was at Alert Level 1. Courses A and E were used when Auckland was at Alert Level 2 to minimise the risk of crowds gathering to watch the racing. Hybrid courses were sometimes used in response to wind and tide conditions.

ACE was responsible for securing trained course marshals and course marshal vessels to safely deliver races for both racing teams and spectator boats. All of ACE's on-water volunteers were also warranted as Enforcement Officers under 200B of the Maritime Transport Act 1994 (MTA), by Auckland Council, for the duration of the event.

ACE managed the on-water activity, including that of on-water marshals, through an On Water Operations Centre (OWOC) on race days. In addition to ACE on-water personnel, NZ Police, Maritime New Zealand, the Civil Aviation Authority, St John and the Harbourmaster were on the OWOC.

ACE's plan for on-water management was documented in an Event On Water Operations Plan<sup>13</sup> that formed a key part of the documentation on which the Event Permit was issued.

<sup>13</sup> Event On Water Operations Plan, Rev F, America's Cup Event Ltd, November 2020.

### **2.4.3 Air**

ACE was also responsible for the application for, and management of, the America's Cup Air Space licence to enable the protection of the Cup Village and the race course areas. The licence was granted by the Civil Aviation Authority (CAA). This provided ACE with the authority to manage the airspace areas on race days, including the aircraft entering the relevant areas.

The CAA Investigation and Response Team provided extensive operational support and advice prior to, and during, racing to promote public awareness of the drone restrictions during racing.

## 2.5 AC36 by the numbers

A snapshot of the key statistics for AC36 racing is shown in Figure 5.

**Figure 5: A summary of the key AC36 event statistics**

### Event Period Racing Snapshot

Description	# of days	Comments
Total days in the event period	95	17/12/2012 to 21/03/2021
Total potential event days	45	Race and reserve days
Scheduled race days	28	
Reserve days	17	

### Scheduled race days

Race day status	# of days	Comments
Racing completed as scheduled	16	
Racing partially completed	1	17 Jan - Race 1 was abandoned. Race two was won by LR after American Magic capsized.
Racing abandoned	2	20 Dec - Breeze dropped after the start of race 1, not enough wind to continue racing. 14 Mar - Racing abandoned due to light winds
Racing called off	0	
Race day not required	5	Due to results determining winner (Prada Cup/the Match) or 18 Jan no racing due to American Magic capsize the day prior
Racing cancelled due to COVID	4	17 Feb, 19 Feb, 6 Mar and 7 Mar 2021
	28	

### Reserve days

Reserve day status	# of days	Comments
Racing completed	0	17 Mar
Racing partially completed	1	16 Mar - Race two abandoned due to light winds
Racing abandoned	0	
Racing called off	0	
Race day not required	15	
Racing cancelled due to COVID	0	
	16	

### COVID-19 total event period

Alert level	# of days	Comments
Alert level 1	74	
Alert level 2	11	
Alert level 3	10	

### COVID-19 event days

Alert level	# of days	Comments
Alert level 1	35	21 race days, 14 reserve days (racing went ahead on 16 race days, abandoned on 2 days, race day not required on 17 race/reserve days - due to winners determined - Prada Cup then the Match and no racing required on 18/1 due to American Magic capsize the day prior)
Alert level 2	7	5 race days and 2 reserve days (racing went ahead on three days, was cancelled on 2 days and the two reserve days were not required)
Alert level 3	3	2 race days and 1 reserve day (no racing went ahead on any race day scheduled in Alert Level 3)

## 3. PROGRAMME, CORPORATE AND BUSINESS SERVICES

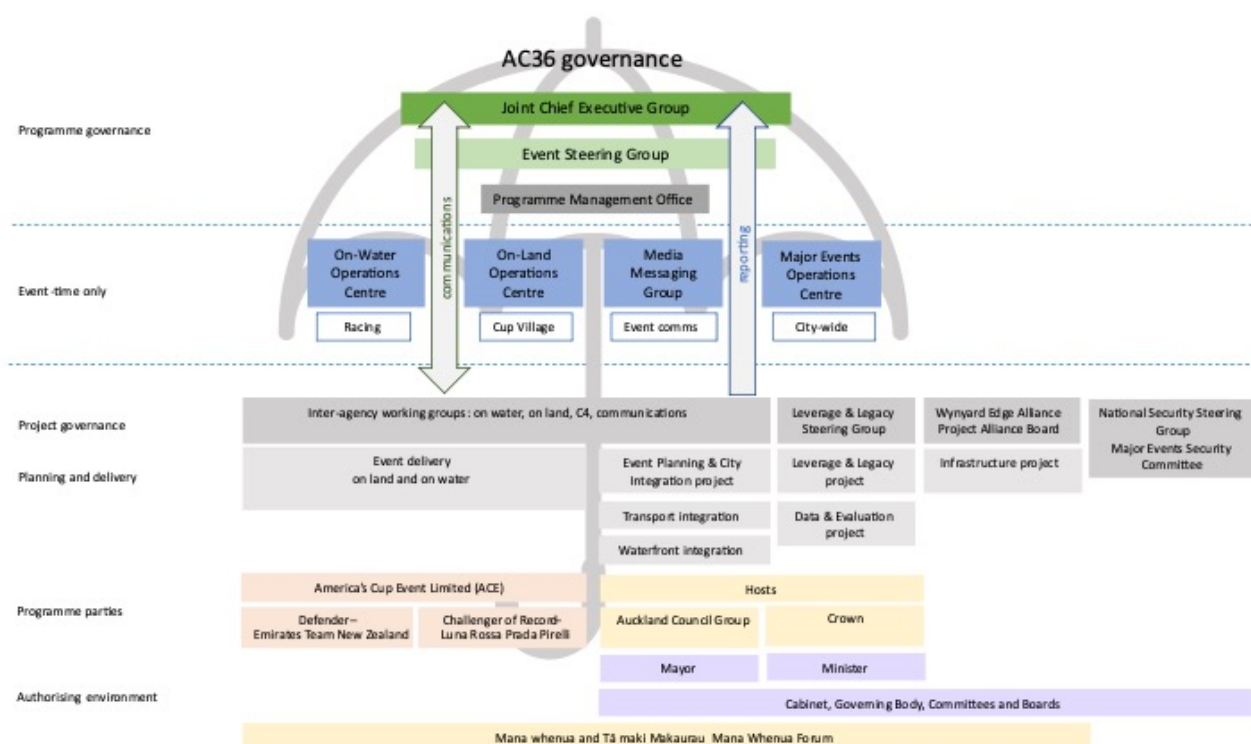
### 3.1 Programme overview

This section describes the corporate, business service and Programme functions which covered the whole of AC36 activities, such as the Programme Management Office (PMO), the design of the overall Programme and associated steering and working groups, and corporate and business functions such as Finance, Risk and HR.

### 3.2 Programme / project planning / working groups

Figure 6 below shows the complexity of the overall AC36 structure, and how each of the key parties discussed in Section 2 interfaced with each other, both in the lead-up to, and at, event time.

**Figure 6: Overall AC36 structure**



In the interests of clarity, Figure 6 does not detail all the entities that form part of the wider authorising environment for Crown (such as the *Security and Intelligence Board* and the *Cabinet Committee for External Relations and Security*) or for Auckland Council (such as the *Governing Body* and major committees). These are reflected in the purple block in the diagram above entitled 'Cabinet, Governing Body, Committees and Boards'.

AC36 Programme's governance and operational delivery structure was divided into four key phases:

1. The end of 2017 – 2018: *Governing Body* and Cabinet approvals, detailed infrastructure design, capex implementation, high-level event planning.
2. 2019 – 2020: infrastructure delivery, detailed event planning.
3. December 2020 – March 2021: event delivery (event-time).
4. April – July 2021: post-event reporting.

The AC36 Programme interfaced with standing Government structures, such as:

- *Major Events Border Steering Group* (MEBSG)
- *Major Events Security Committee* (MESC)
- *All-of-Government Risk and Coordination Group* (convened by the Major Events team at MBIE)
- Auckland Emergency Management (AEM).

There were multiple working groups associated with AC36, all of which were cross agency, and some of which included ACE and mana whenua representatives. For example, mana whenua were represented in the leverage and legacy space, but not in operational delivery (other than through Ngāti Whātua Ōrākei being on ESG); whereas ACE was not formally represented in the *Leverage and Legacy Steering Group*.

Working groups and the *Leverage and Legacy Steering Group* reported to JCEG through the PMO Programme report.

### 3.3 Programme management

#### 3.3.1 Programme Management Office

The AC36 Programme Management Office (PMO) function encompassed the coordination of planning and reporting across the whole of the AC36 Programme and provided support services to the JCEG. Auckland Council and MBIE established and co-funded the PMO function.

The PMO was also responsible for the delivery of activities that crossed divisions or encompassed whole-of-Programme elements such as post-event evaluation and reporting, risk management and monitoring progress against agreed outcomes, budgets, scope, milestones and commercial agreements.

The PMO function supported stakeholder management, in particular, for elected representative and government relations.

#### **PMO roles**

The initial PMO structure, established towards the end of 2018, included the following roles: Programme Director, Senior Analyst and Senior Programme Coordinator. Two of the roles were appointed externally and one was an internal secondment. During this time, the PMO was based in Auckland Council COO's office in Albert Street (Level 15).

That original PMO structure was changed at the end of 2019, in response to a shift of focus from infrastructure development to event delivery. The Programme Director and Analyst roles were disestablished, and the Senior Programme Coordinator role was transferred to Auckland Unlimited.



PwC<sup>14</sup> provided support to the PMO function from the beginning of 2020 until a new Programme Director was appointed in mid-2020 (seconded from Auckland Unlimited).

Towards the end of 2020, the PMO and the Auckland Unlimited AC36 project team moved to a dedicated project office and operations hub in the Ferry Building (Pier 1, Queens Wharf), which operated as a Major Events Operations Centre (MEOC) on race days.

The Senior Programme Coordinator was the first point-of-contact for the PMO; responsible for the day-to-day coordination of PMO services, supporting the management of JCEG and providing administrative support to the Programme Director. The Senior Programme Coordinator also performed the Analyst tasks after that role was disestablished.

### **PMO workstreams**

This covered areas of finance, procurement, health and safety, human resources, legal, insurance, risk management, and other corporate services such as ICT. The AC36 Programme operated under local and central Government public-sector principles and adopted Auckland Council policies relating to human resources and procurement.

#### **3.3.2 Programme structure – projects**

A significant part of AC36 planning was developed through the activities of workstreams, working groups and projects to provide cross-agency coordination and integration, and liaison with external stakeholders and industry representatives. The Programme approach provided a way of ensuring ownership of all work packages and projects, afforded visibility of interdependencies and provided a foundation for budgets and reporting.

AC36 planning and delivery encompassed the following key projects, delivered across several agencies:

1. infrastructure project (delivered by the WEA)
2. AC36 event delivery – on water and on land (delivered by ACE)
3. event planning and city integration project (led by Auckland Unlimited), together with
  - a. Waterfront integration (led by Eke Panuku)
  - b. Transport integration (led by Auckland Transport)
3. leverage and legacy project (coordinated by MBIE)
4. data and evaluation project (led by the PMO).

Auckland Unlimited was tasked with leading the coordination of Auckland's AC36 event planning and city-integration activities on behalf of the Auckland Council Group. The delivery of AC36 required extensive cross-organisation cooperation with the Auckland Council (for delivery of core Council services), Eke Panuku (given the location of the Cup Village in the waterfront) and Auckland Transport (for transport and traffic management).

#### **3.3.3 Programme reporting**

Performance reporting was through a monthly Programme dashboard/update to JCEG. The Programme dashboard/update comprised a summary of activity for each project, a snapshot of risks and issues and expenditure against budget.

<sup>14</sup> This was one of the outcomes arising from the *America's Cup Governance Review*, PricewaterhouseCoopers, March 2020.

The information was collected from the monthly project-status reports (PSR) that the projects and workstreams submitted to the PMO. The PSR provided a narrative on activities and progress towards deliverables undertaken the previous month, together with a red/amber/green status for milestones, resources, risks and overall status.

The Event Planning and City Integration project also reported directly to the ESG in the form of Auckland Unlimited, Eke Panuku and Auckland Transport dashboards.

In addition to monthly reporting to JCEG, the PMO provided a quarterly report to the Auckland Council *Finance and Performance Committee*. Specific reports were also provided to Auckland Council *Governing Body*, *Audit and Risk Committee*, Audit New Zealand, *Auckland City Centre Advisory Board*, local boards, the Mayor's Office and the CCO Chief Executive Group, as requested or needed.

The PMO presented to the four local boards (Ōrākei, Waitematā, Devonport Takapuna and Waiheke) that were impacted by the delivery of AC36 Programme in the lead up to the event, with Auckland Unlimited holding the relationship from the event-planning phase.

MBIE officials undertook reporting to the Minister for Economic and Regional Development.

At event-time, Programme reporting comprised of a daily report that was circulated to JCEG and ESG event-time members at the start of each race day (and race day -1 and race day +1). The daily report, or SITREP, was based on the information collected from the On Site Operations Centre (OSOC) and the Major Events Operations Centre (MEOC) end-of-day reports and runsheets.

After the event, the focus was on post-event reporting, including the preparation of the Hosts' suite of post-event reports. The information needed for post-event reporting (such as broadcast figures, obligations for data from Syndicates) should have been agreed early enough to allow it to be accurately captured in the HVA. This would have ensured all parties were aware of their obligations and the data would have been more fully and accurately tracked from the very beginning of the project.

### 3.4 Human resources

Overall, Hosts' approach to the Human Resource requirements of AC36 was varied, with responsibility devolved to agencies to determine. This ranged from the establishment of event-specific, fixed-term dedicated teams (such as WEA and the AC36 Project Team based out of Auckland Unlimited) to virtual teams (such as the Host City Operations Team made up of AC36 Project Team personnel and designated officers from other parts of the Council family), to operational teams for whom AC36 was part of business-as-usual (such as the Harbourmaster and NZ Police personnel).

Due to the impacts of COVID-19, some staff working on this event may have been tasked with broader system support relating to COVID-19 response work, before and during the event.

In particular, the new immigration, managed isolation and quarantine (MIQ) and COVID-19 operating settings created new, unanticipated work for the Event Deliverer, team Syndicates and Hosts, which had to be absorbed within the scope of existing resources deployed for this event planning and delivery.

### 3.4.1 Crown resourcing

Generally speaking, the allocation of staff to work on AC36 was covered from within existing staff headcount for the majority of Crown agencies. However, because of the scale and duration of AC36, MBIE – the lead agency for Crown on major events – established a special projects team within its Major Events team, to ensure there was a dedicated team for AC36. As well as the 1.5 full-time, dedicated staff members on AC36, MBIE also funded 50% of the PMO along with Auckland Council.

For the most part, the cost of resource allocation was absorbed from within baseline budgets.

### 3.4.2 Auckland resourcing

The allocation of staff to work on AC36 from within Auckland Council was a mix of specific purpose, stand-alone resource and people from within existing staff headcount. This was the case across most of the Council agencies, such as Auckland Unlimited, Eke Panuku and Auckland Transport.

Although not formally bestowed with delegated responsibility, it was considered prudent to have a member of the Council's senior executive present to provide a further layer of assurance to the Council Group during the event period. The General Manager, Destination acted as a critical point-of-contact with ACE, following its change in management and also undertook responsibilities as the city's spokesperson on event related matters.

### Host City event operations

Outside of the infrastructure build by WEA, the largest stand-alone team on the public-sector side was the AC36 Project Team based at Auckland Unlimited. The Senior Project Manager was hired first, with the mandate to build the team as required. Table 1 shows the composition of the Team including start and end dates.

These roles were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited.

**Table 1: the AC36 Project Team**

ROLE IN AC36 PROJECT TEAM	START DATE	END DATE
Senior Project Manager	September 2018	June 2021
Stakeholder Engagement Manager	July 2019	April 2021
Marketing & Communications Manager	July 2019	July 2021
Marketing & Communications Advisor	December 2019	April 2021
Senior Project Coordinator	August 2019	June 2021
Event Activations Lead	May 2019	May 2021
Facilitation Lead	May 2019	April 2021
C4/Crowd Management Lead	December 2019	April 2021
Event Operations Manager	January 2020	April 2021
Project Coordinator	July 2020	April 2021
Business Operations Manager	July 2020	April 2021

The AC36 Project Team was the core of the delivery team for Host City event operations during the event period. However, additional personnel from the areas of Health and Safety, Security, Volunteers, Media Management and Event Facilitation were drawn from Auckland Council and council-controlled organisations (CCOs) (Eke Panuku, AT and the former RFA or Regional Facilities Auckland) because of their subject-matter expertise.

These people contributed to the AC36 Host City deliverables in the planning phase and/or four-month event period, while maintaining their existing roles within their own organisations and were funded from existing baseline budgets.

### ***Event-time resourcing***

The positions in Table 1 formed the core of the MEOC operations at event time. Given the event was held over a four-month period, consideration needed to be given to the volume of hours worked and to ensure adequate recovery periods were provided.

The Business Operations Manager and Senior Project Manager worked with Auckland Unlimited HR to create a roster and timesheet system in excel to track the number of hours people were rostered to work and the number of hours they actually worked.

Rostering took COVID-19 into account, through the establishment of two teams, which could operate independently of each other if Alert Level changes required it. Given the long delivery period, the occasional changes to COVID-19 Alert Levels and the delays in racing did have one beneficial outcome, as it enabled some staff to take unexpected days off when COVID-19 Alert Level 2 and 3 protocols were implemented in the MEOC (refer to Section 5.5.3).

### ***Auckland Transport resourcing***

Auckland Transport's AC36 function included ramping up a number of roles across transport operations in order to accommodate the expected increased activity in the city. The dedicated AC36 budget was funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Transport in 2020/21.

### ***Eke Panuku resourcing***

Eke Panuku had a large number of staff who worked on AC36, some from as early as 2017. Work included undertaking a location and criteria analysis for the event and team bases, reporting to the *Planning Committee and Governing Body* on likely costings of construction and required tenancy negotiations. Significant resources were applied to the generation of the Wynyard Hobson Resource Consent, design and construction liaison with WEA, engagement and management of the ACKEP Forum and preparing for event readiness.

Additional resource was engaged or seconded to support event readiness which, for the 2019/2020 and 2020/2021 financial years, was funded by Auckland Council through the City Planning and Integration budget, and outside of these years was funded via baseline funding. This included the following roles:

- Project Lead, Event Readiness (November 2019 – June 2021)
- Senior Technical Delivery Advisor (2019 – 2021)
- Facilities Specialist (July 2020 – August 2021)
- Technical Operations Coordinator (November 2020 – April 2021).

There were also a number of Eke Panuku personnel who worked on AC36 as part of their base role. While their base role was not solely focused on AC36, they contributed heavily to the success of the event. These included:

- Priority Location Director – Waterfront and City
- General Manager – Development
- Marina Manager (Viaduct and Silo Marinas)
- Commercial Portfolio Manager
- Principal Landscape Architect
- Waterfront Operations Manager
- Head of Planning and Consents
- Principal Planner
- Delivery Project Manager
- Senior Delivery Project Manager
- Senior Community Affairs Advisor
- Channels and Content Coordinator
- Risk Manager
- Head of Māori Outcomes
- Principal – Project Management (Beca).

### ***Auckland Council resourcing***

Auckland Council staff across the following areas were involved in the planning and delivery of AC36:

- Legal – designated leads for consenting, construction contracts / alliancing, commercial, property and event / public law.
- Infrastructure and Environmental Services: consents (resource consents, building consents – including dedicated resources in the Premium Consenting Team, liquor licencing), Environmental Services, Healthy Waters, Waste Solutions.
- Enterprise Risk Team.
- Auckland Emergency Management.

For the most part, the cost of resource allocation was absorbed from within baseline budgets, with the exceptions being the construction legal and consent staff, both of which were attributed to the infrastructure development capital project.

Being funded from baseline budgets also meant that, in some cases, the intended activity was impacted by Auckland Council's 2020/21 emergency budget cost cuts – whereby \$500 million of savings were required in 2020/21 to offset lost revenue from COVID-19 impacts.



## Health and safety

Health and safety was considered in two phases:

1. corporate and organisation health and safety – which consisted of the period from inception to the period immediately prior to event time and post event; and
2. health and safety at event-time – which covered the period from the commencement of venue pack-in until the conclusion of the events.

The multi-faceted nature of AC36 operations and delivery stakeholders meant that the event-time health and safety had a number of challenges and complexities. The various stakeholders worked with each other to meet their respective obligations under the Health and Safety at Work Act 2015 (HSWA). Organisational health and safety practices were already in place. AC36 operational plans provided event-time support and coordination for any emerging issues, incidents or crisis at event-time.

Health and safety regulators (WorkSafe New Zealand and Maritime New Zealand) were also involved throughout the planning and delivery of events.

A health and safety update was included as a standing agenda item at JCEG meetings. The core metric across the Programme was zero harm. This goal was met.

## Lessons learned and recommendations

- The complex delivery structure of AC36 meant there were many groups with an oversight role rather than a delivery focus, which sometimes meant there was an imbalance of resources responsible for the 'doing'.
- Given the cross-over between, and involvement of, multiple agencies and organisations it is important to maintain a 'source of truth' across key functional areas. Strong relationships and clear paths for how information should best flow within the delivery structure is an important means of achieving this.
- In future, establishing a single Programme with dedicated staff working on the event as one unit from across the Council Group is recommended. This should avoid shared roles where possible (ie where event responsibilities are added to existing home roles and business-as-usual deliverables) to ensure workloads are managed. Personnel joining the event need to be fully informed and up to date on the project requirements and status.
- The ongoing delays and early lack of capacity and/or expertise within ACE resourcing had a significant effect on Hosts' planning and project management. In future, where an entity holds responsibility for the Event Permit, it is recommended that a dedicated structure, such as an event authority or LOC (Local Organising Committee), is established from the outset with key roles adequately resourced and with the appropriate expertise, across primary functional areas.

### 3.5 Legal

**Lead agencies:** *Auckland Council, MBIE*

MBIE Legal on behalf of Crown, and Auckland Council's Legal Services on behalf of the Auckland Council Group, were both heavily involved in the Hosts' legal programme, with over 60 concurrent negotiations and formation of agreements in support of the AC36 project. (As separate entities, each was responsible for seeking its own legal advice.) This was from the initial commitment to the hosting of the event, through to the event delivery and ongoing monitoring of contractual issues as they arose.

The different components of the legal programme and agreements/contracts can be grouped as:

- Wynyard Hobson Resource Consent legal
- procurement and the Wynyard Edge Alliance Agreements for the design and construction of the infrastructure required for AC36
- property leasing
- event agreements and other advice and issues.

In the initial phases, prior to a Programme Management Office being established, the Legal Services team at Auckland Council put an integrated project-management approach in place across all legal workstreams to assist with alignment across the various areas of work.

#### 3.5.1 Wynyard Hobson Resource Consent

Running alongside the legal work on the WEA alliance was the legal work on the Wynyard Hobson Resource Consent. Auckland Council Legal Services had two designated leads; one representing regulatory and one representing Council/Eke Panuku as the applicant.

The Wynyard Hobson Resource Consent had tight consenting timeframes to meet, which it did by taking the following approach:

- Process – agreement was reached with Auckland Council that a 'direct referral' process would be undertaken for the consent, given the public interest in the event and to enable an efficient and expedited decision-making process. This involved a single hearing in the Environment Court for submissions, rather than the usual process of Council hearings followed by appeals on decisions heard by the Environment Court.
- Management plans – as part of the evidence for the consent, the Environment Court was provided with management plans outlining key matters to be included when preparing final management plans for the event. These matters were incorporated as part of the resource consent conditions, rather than the normal practice of conditions specifying the names of management plans to be prepared without key matters to be addressed specifically.
- The involvement of WEA as part of the consent process, at the same time as the Interim Project Alliance Agreement (IPAA) concept-design phase, provided a higher degree of certainty around construction management effects and enabled the construction team to be involved in the process early to ensure all commitments were practical and workable.
- Representatives from ACE were also part of the consent process and inputted into questions that were raised on the event management and activation.

The Wynyard Hobson Resource Consent was issued by the Environment Court on 25 September 2018; one of the fastest consenting processes for a project of this size.

### **3.5.2 Alliance model**

The establishment of an alliance for the infrastructure build was groundbreaking for a non-transport related infrastructure project (such as the City Rail Link).

The alliance model was chosen in recognition that consenting and construction needed to happen 'now' to enable the infrastructure to be built in time to allow the event to take place. An alliance model takes an integrated "best-for-project" project-management approach and brought together the public-sector funders (Crown and Council) with the designers and construction contractors.

The alliance model also required integrated back-office support in procurement, legal and finance, along with an integrated approval process to bring it to fruition. A representative from Waka Kotahi New Zealand Transport Agency (Waka Kotahi or NZTA), who had alliance experience, was brought in to assist.

The Requests for Expression of Interest (REOI) to signing of the IPAA in April 2018 took only ten weeks. The Project Alliance Agreement (PAA) was executed in October 2018, with authority to proceed on full scope in December 2018 when the final funding was confirmed. This was exceptionally fast for a project of this size, monetary value and complexity.

The optimised and resourced alliance model was very successful, and it resulted in the successful delivery of the infrastructure which came in on time, under budget and with zero harm to people or the environment, which is all the more remarkable given the impacts of COVID-19.

### **3.5.3 Property and leasing – Council lead**

Property configuration work (leases etc) was essential but not quite as visible as the infrastructure work. There were numerous parties moving in and out (eg Seaplanes, fishing fleet) requiring agreements.

Having ACE as intermediary for the Syndicate leases added a layer of complexity which made relationships difficult. The intent was that ACE would act as a buffer between Syndicates and the Alliance (in terms of directing work), but this was not always followed, and Syndicates dealt directly with the Alliance in some instances, and not in others. Where this resulted in extra cost to WEA and this should have been recovered, it was not always possible to do so.

Council has different roles as a regulatory authority and as a landowner, which was not always understood by external parties, including ACE and the Syndicates. Better understanding of the different roles of Council would have made it easier for external parties to work within the New Zealand regulatory environment.

### **3.5.4 Event agreements – MBIE lead**

Legal counsel for the event was required from the inception to delivery. This developed from an initial Memorandum of Understanding (MOU) to the Host City Appointment Agreement (HCAA) and then the Host Venue Agreement (HVA).

ETNZ proposed a Hosting Agreement based on previous overseas America's Cup events. With a short period of time to agree terms before ETNZ was to depart for Italy to discuss options for

hosting the event offshore, the essential terms and conditions were set out in an HCAA drafted by ETNZ and agreed by Hosts in April 2018. The HCAA's terms reflected the unique negotiating environment of an America's Cup and there was limited time or inclination from ETNZ to negotiate any change in its proposed terms. It was agreed that the HCAA formed the basis for the HVA.

The development of the Host Venue Agreement (HVA) was initiated by ETNZ and received in September 2018. It then took a further eight months, to April 2019, to agree and sign. The public-sector deliverables were challenging as it was hard to be certain what had to be done for an event as many critical details (such as the number of Challengers) were not known, requiring many assumptions to be made.

Auckland Council Legal provided public law advice in mid-2020 on the implications of COVID-19 on the event and later in 2020 on the provisions of the Auckland Council Trading and Events in Public Bylaw in relation to COVID-19, to ensure compliance with Alert Level requirements on public gatherings. Extensive and ongoing legal support was required throughout the event-delivery period, including Privacy Act responses, LGOIMAs and OIAs, funding milestone approvals and advice regarding contract monitoring.

### 3.6 Programme risk

**Lead agency:** *Auckland Council, PMO*

**Supporting agencies:** *MBIE*

An AC36 Programme Risk Management Framework was established under the guidance of Auckland Council's enterprise risk system and approved by the JCEG in August 2018. The purpose of the framework was to outline the AC36 Programme's risk-management principles and processes.

While individual agencies were responsible for managing the risks associated with their agencies and projects, there was a need to also have an overarching risk management approach to capture high-level risks which affected multiple agencies or the overall Programme.

Initially it was foreseen that this function should sit with Auckland Council, to be somewhat independent of the agencies involved in the day-to-day operations of the project. For the first 18 months of the programme, risk was a workstream under the PMO supported by Auckland Council's Enterprise Risk Team. MBIE also contributed to the risk management workstream.

Programme-wide risks were initially recorded on an Excel spreadsheet and later in Active Risk Manager (ARM) software. The Programme risk register was updated monthly and formed the basis for the monthly risk report to the JCEG. Also, a risk heat map was used. The Auckland Council Enterprise Risk team provided risk-management support to the PMO.

Individual project risks were identified at the project level and managed by the project managers. The risks were reported to the PMO as part of monthly project status reporting. Risks were tabled at working group meetings for discussion with key stakeholders.

At the time the focus of the Programme shifted from the infrastructure build to event delivery in late 2019, Auckland Council's direct programme management support was wound back as the AC36 Programme Lead moved to Auckland Unlimited. Alongside the shift in focus a review of the AC36 governance was undertaken by PricewaterhouseCoopers (PWC)<sup>15</sup> for Auckland Unlimited to determine if the governance set up remained fit-for-purpose. As part of the review, PWC identified

<sup>15</sup> *America's Cup Governance Review*, PricewaterhouseCoopers, March 2020.

that risk experts were playing a greater role in an effort to help manage risk, with the implication being that this risked creating reduced ownership by subject-matter experts.

Although no changes were made to the risk framework, the risk-management approach was simplified in the lead up to the event. From September, after a short period when risk moved back to the Enterprise Risk Team, due to the complex multi-agency operating model of AC36, it was deemed more appropriate to assign this responsibility to a member of the Auckland Unlimited AC36 project team who attended the working groups and worked with the PMO on risk reporting.

A master risk register of high-level risks which impacted or had the potential to impact the event or multiple stakeholders was created using built-in filtering which ensured this register was suitable for all working groups, ESG and JCEG.

An updated register was distributed prior to each working group meeting. A summarised version was submitted to ESG and JCEG prior to their meetings with only top risks being discussed.

Key Programme risks highlighted in 2020 included:

- COVID-19
- On-water safety
- Budget
- ACE resourcing
- Communications to spectators and community
- Land-transport management
- Village security and capacity
- Radio spectrum
- Spectator and community experience, including minimising disruption to Aucklanders.

### ***All-of-Government (AoG) risk coordination***

Risk was also assessed and monitored at the national level. Chaired and coordinated through MBIE Major Events, the *All-of-Government Risk and Coordination Group* included monitoring the Programme-level risk associated with AC36, as well as other major events supported by the Crown. This group ensured multiple agencies could maintain situational awareness of the event and have oversight of any emerging issues. It included monitoring the Programme-level risk associated with the 36th America's Cup, as well as other major events supported by the Crown.

Representatives from MBIE Major Events were also present at key AoG forums chaired by other agencies specific to border and security, in order to capture all emerging issues and assist with early resolution, as needed. Accordingly, issues or risks arising from this event, but applicable to future events, were noted on the AoG risk register to ensure early controls and mitigations would be in place for future major events.

### ***Insurance***

The general insurance was covered by Auckland Council. The related cover was reviewed to ensure the cover provided through the Auckland Council policy would be sufficient at event time. ACE was responsible for the event-related insurances such as the event cancellation insurance and public liability. ACE insurances were reviewed by MBIE and Council insurance teams.



### Lessons learned and recommendations

- A multi-party, multi-year, single-purpose endeavour such as a major event requires a standalone Programme risk approach and framework to ensure there is a balance between the project needs and each organisation's need. Adopting or adapting the risk framework of one of the entities makes achieving the balance more complex and challenging.
- Responsibility for coordinating Programme risk management should sit with a PMO as a whole-of-Programme function, ensuring a single, unified approach to risk management from the outset and for consistency across a Programme's duration.
- It is recommended that responsibility for Programme-risk management is assigned to someone with first-hand knowledge of the Programme and projects and is integrated with each working group.
- As part of Programme-risk management, it is recommended that there are robust, tight stop-and-go checkpoints throughout the planning process.

## 3.7 Finance

Overall, the Host deliverables for AC36 were a Crown and Council-funded activity. The lead agency for Crown was MBIE, while the lead agency for the Council was Auckland Council.

The major funding envelopes for AC36 were authorised through Cabinet and Auckland Council's *Governing Body*.

Each agency within the Council family maintained their own budgets, with the *Council Finance Group* maintaining an overview for reporting purposes.

The PMO was established using the finance systems of Auckland Council under an MBIE funding agreement. The whole-of-Programme budget was subject to regular review and ongoing reforecasting. The main objective of finance was to enable informed decision-making based on the right information at the right time, to ensure a balanced budget was achieved.

### 3.7.1 Budget summary

Planning and delivering AC36 required a considerable investment of time and/or money from a wide range of local and central Government agencies. This investment began soon after ETNZ won the 35th America's Cup in Bermuda in June 2017 and extended beyond the conclusion of AC36 in March 2021.

In aggregate these agencies invested \$348.4 million in AC36-related capital and operating expenditure initiatives over four years as shown in Table 2, with local Government agencies contributing \$215.2 million and central Government agencies the remaining \$133.2 million<sup>16</sup>.

<sup>16</sup> 36th America's Cup Impact Evaluation Report, Fresh Info, June 2021.

**Table 2: Local and Central Government investment in AC36**

	YE JUN 18	YE JUN 19	YE JUN 20	YE JUN 21	TOTAL
Hosting fee	0	17	12	11	40
Capital expenditure <sup>17</sup>	3.3	92.7	106	36.4	238.4
Operating expenditure <sup>18</sup>	17.9	15.9	9.4	26.8	70
<b>TOTAL</b>	<b>21.2</b>	<b>125.6</b>	<b>127.4</b>	<b>74.2</b>	<b>348.4</b>
Local Government <sup>19</sup>	18.4	75.7	76.1	45	215.2
Central Government <sup>20</sup>	2.8	49.9	51.3	29.2	133.2
<b>TOTAL</b>	<b>21.2</b>	<b>125.6</b>	<b>127.4</b>	<b>74.2</b>	<b>348.4</b>

In addition to the capital expenditure identified in Table 2, \$10 million was funded by the Lottery Grants Board which was invested in legacy projects for Coastguard (\$9.8 million) and the Sea Cleaners Trust (c. \$0.275 million)<sup>21</sup>.

The grant to Sea Cleaners included the purchase of six boats for use during AC36 which were then to be deployed for future marine debris collection duty at the conclusion of AC36. The grant to the Coastguard involved the purchase of 26 boats for use during AC36, which would then become part of the Coastguard's fleet of rescue vessels around the country.

### 3.7.2 Infrastructure development

The primary capital investment required to build the bases and water space on which to stage the 36th America's Cup was the work undertaken by the Wynyard Edge Alliance (WEA).

After an optimised design process, conducted in partnership with ETNZ, the infrastructure build cost was estimated to be \$152 million, which was approved by Crown and Council in December 2018.

This investment included all the works required to consent, plan and build or upgraded wharves, bases and water space required for AC36, such as:

- Wynyard Wharf repairs and infill bridges
- an extension to Hobson Wharf
- an extension to Halsey Street Wharf
- Wynyard Point redevelopment
- dredging
- marina berths and moorings
- construction of six breakwaters

<sup>17</sup> The capital expenditure of \$238.4 million was around \$15.48 million under the final approved budget at the time of writing, with \$6.2 million of savings accruing to the Crown and the remaining \$9.28 million to Auckland Council. The final cost savings will be confirmed when the project concludes in December 2021.

<sup>18</sup> Excludes costs for NZ Police, NZDF and DPMC.

<sup>19</sup> Includes the capital expenditure savings in 17 above.

<sup>20</sup> Excludes costs for NZ Police, NZDF and DPMC; includes the capital expenditure savings in 17 above.

<sup>21</sup> *Annual Report, Sea Cleaners Trust for the year ended 31 March 2020.*

- mechanical and electrical services system (site wide)
- public access ways
- amenity areas and public realm
- installation of floating pontoon structures and foundation pads for racing Syndicate bases.

In addition to this WEA delivered auxiliary capital works brought forward by Council as part of America's Cup delivery, such as the services relocated from the southern part of Wynyard Wharf to enable the wharf to be repurposed (eg the SeaLink ferry to Hamer St), some of which were re-scoped to meet America's Cup requirements.

Council also funded capital works on the waterfront to create the additional superyacht berthing facility in the Cup Village, upgrades to the Silo Park and playground toilets and the Bascule Bridge toilets, and an extension of the CCTV network within the footprint of the Cup Village, along with some minor environmental infrastructure works to manage the impact of AC36 on the natural environmental and biosecurity (e.g. a fox valve<sup>22</sup> at the new SeaLink ferry terminal, and additional boot-cleaning stations as the key ferry terminals).

See the *Wynyard Edge Alliance Value for Money* report for more detail on the wider infrastructure build, and Sections 3.7.4 and 5.3.4 for further detail on the additional Auckland Council investment.

### 3.7.3 Central Government

On behalf of the Crown, the Ministry of Business, Innovation and Employment (MBIE) as the lead Crown organisation, entered into the Host Venue Agreement (HVA) along with Auckland Council (Council) to support the safe and secure delivery of the 36th America's Cup (AC36).

A number of Crown agencies provided operational support alongside the Host City.

The central Government contribution in Table 2 relates to:

- the Event Investment of \$40 million paid to ACE for the delivery of the core event
- capital expenditure for the development of the infrastructure specific to the event
- operating expenditure such as staffing, leverage costs, professional services and commercial base and related costs.

#### Event Investment

The HCAA had a schedule of milestone payments for the Event Investment of \$40 million (funding milestones) and in the HVA milestone deliverables were linked to the payments. While this is a standard event contract structure it was unusual in that it didn't include qualitative components, both in terms of sufficiency and accuracy. It is the view of the Hosts that, had qualitative components been built into the HVA as the Hosts had requested, this would have been beneficial to all parties, allowing for a more meaningful way to address issues arising within plans and therefore ensuring the Programme, as a whole, remained on track.

ACE also had financial reporting requirements to MBIE under the HVA, referred to as the Quarterly Funding Report, although it was not linked to key funding milestones in the HVA. Once again, a lack of specificity as to the structure of budget reporting meant that a comparison of forecast and actual budgets wasn't provided.

<sup>22</sup> A fox valve system is a stormwater/trade waste diversion system designed to divert washdown and/or first flush stormwater runoff to trade waste to prevent pollution of downstream waterbodies.

The respective roles of the Hosts in the event (with the milestone payments tied to the Event Investment sitting with MBIE and the lead for operational delivery sitting with Council) also made the verification process of milestones time consuming and challenging. However, in anticipation of this, the HVA allowed for 30 days for this process to be worked through before payment was due.

The reviews of documentation for approval by Hosts (or the 'feedback cycle') were set up to be considered quarterly under the HVA; June 2019, September 2019, December 2019, March 2020, June 2020 and September 2020. Noting the challenges above, given the lack of qualitative components built into the contract, the documentation received generally lacked the detail needed for Hosts, and for ACE's own deliverables, but still met the funding milestones. By the mid and latter half of 2020, as milestone requirements became more specific, deadlines and/or requirements were not met by ACE.

### **Capital expenditure**

The central Government contribution to capital costs shown in Table 2 relates to the core infrastructure and auxiliary works delivered by WEA.

### **Operating expenditure**

A number of key Crown agencies were involved in the operational delivery of AC36 and multiple Crown agencies also supported the Leverage and Legacy Project. Their contributions are covered separately in the *36th America's Cup Leverage and Legacy Project Report*<sup>23</sup>. Leverage activities included events such as those undertaken by New Zealand Trade and Enterprise in 2018 and 2019 to promote AC36 offshore.

On the operating cost side, the majority of the costs lie with MBIE as part of its oversight of the Government investment in infrastructure AC36. MBIE's operating expenditure is related to the shared PMO with Auckland Council, the dedicated special project team for AC36 in MBIE (in Section 3.4.1) and post-event reporting.

A number of the central Government agencies listed below played some role in the planning and/or delivery of AC36, either in an operational capacity or as part of the leverage and legacy activities.

Where the agencies had an operational role, these are outlined in the report sections which follow. Where agencies were involved in leverage and legacy activities, these are outlined in detail in the *36th America's Cup Leverage and Legacy Report*. Key Crown agencies involved in AC36 were:

- Ministry of Business, Innovation and Employment (MBIE)
- Civil Aviation Authority (CAA)
- Department of Conservation (DOC)
- Department of the Prime Minister and Cabinet (DPMC)
- Fire and Emergency New Zealand (FENZ)
- Immigration New Zealand (INZ)
- Maritime New Zealand (MNZ)
- Ministry of Foreign Affairs and Trade (MFAT)
- Ministry of Education (MoE)

<sup>23</sup> *36th America's Cup Leverage and Legacy Report*, collated by MBIE and Auckland Unlimited on behalf of the Crown and Council, August 2021.

- Ministry for the Environment (MfE)
- Ministry of Health (MOH)
- Ministry of Transport (MoT)
- Ministry for Primary Industries (MPI)
- Northern Region Health Coordination Centre
- New Zealand Customs (Customs)
- NZ Lotteries Grants Board
- New Zealand Police (NZ Police)
- New Zealand Story (NZ Story)
- New Zealand Defence Force (NZDF)
- New Zealand Trade & Enterprise (NZTE)
- Sport New Zealand (Sport NZ)
- Te Puni Kōkiri (TPK)
- Tourism New Zealand (TNZ)
- Waka Kotahi New Zealand Transport Agency (NZTA or Waka Kotahi)
- WorkSafe New Zealand
- Yachting New Zealand (YNZ).

Note, the central Government costs identified in Table 2 do not include provision of operating costs for NZ Police, NZDF and DPMC.

### 3.7.4 Auckland Council

Auckland Council's investment in AC36 was mandated by *Governing Body* resolutions in 2018<sup>24</sup> and 2020. The resolution in March 2018 included a delegation to the Mayor and Chief Executive to make consequential changes to council-controlled organisation's Statements of Intent to reflect their roles and responsibilities in relation to AC36 conveyed in the HCAA and the HVA.

Council's expenditure contributions of \$215.2 million in Table 2 is a mix of event-specific capital projects (new infrastructure require for AC36), capital projects which were already in the Council and Eke Panuku development plans for Wynyard Quarter which the event provided the opportunity to bring forward, and operating costs. This is made up of:

- \$113 million as its share of all the capital works and associated operational expenditure required to consent, plan and build or upgrade wharves, bases and water space required for AC36, together with related commercial and base costs (such as the use of the VEC by ETNZ).
- \$95 million for auxiliary works (such as Wynyard Wharf rehabilitation, Hobson Wharf wave panels, utilities and services, SeaLink relocation, superyacht berthing facility, Silo and playground toilets, Bascule Bridge toilets, extension of CCTV, fishing fleet relocation), some of which were re-scoped to meet America's Cup requirements.
- Projected savings of \$9.28 million for Council's share of the works undertaken by WEA which has the effect of reducing the \$113 million to \$106.3 million and reducing the \$95 million to \$92 million. The final savings will be confirmed when the project concludes in December 2021.

24 Governing Body Minute 29 March 2018 and Governing Body Minute 6 December 2018.



- \$14.3 million to cover the city integration and activation costs including transport services, city operations costs to ensure the safe delivery of the event, crowd management and security, marketing and promotion and supporting events and activations – such as the Summernova Festival events. Note this is significantly less than the budget provided in the 2020/2021 Emergency Budget<sup>25</sup> because of \$12 million savings in the transport programme as a result of transport services being scaled back because of the reduced event attendees (see Section 7.3).
- \$0.9 million (Council share) of Programme-wide administrative management and support across multiple agencies and years.
- \$1.7 million on leverage activities such as an environmental and biosecurity programme (along with DOC and MPI), a Māori outcomes programme and business leverage, all funded from baseline budgets.

The majority of the operating expenditure relates to operational services provided by Council such as crowd management and transport services and management. Unusually for a major event, ACE only had responsibility for the immediate perimeter of the Cup Village, with responsibility for the wider Last Mile sitting with the city.

As a result, the public-sector delivery obligations undertaken by Council were more extensive than is usually undertaken for a major event. The additional Council funding required to do this, whether by specific budget allocation for AC36 or by absorbing the costs from baseline budgets (as value in kind) is a key component of the reason its investment is higher than projected in 2018.

Two factors were adopted by the Auckland Council which contributed to operating cost management:

- Limited or no inter-charging between Council agencies for an Auckland Council event requiring input and resourcing from staff across the Council Group.
- Utilisation of existing assets and facilities free-of-charge (eg e-bikes, Shed 10 and The Cloud) for event use where possible.

### *Lessons learned and recommendations*

- AC36 was a complex event across multiple years and multiple parties. It was essential to maintain a whole-of-Programme view of the financial investment to ensure there was consolidation across the parts for reporting and performance purposes. This was considerably assisted by ensuring there was continuity of personnel working on the event from both the operational and financial and reporting aspects.
- For future events, a best-practice contracting structure with the Event Deliverer should be more specific as to detail required in forecast and actual budgets, and greater qualitative requirements should be built into contract milestones.
- There are some areas where the Event Deliverer's activity directly impacts the Hosts' ability to leverage an event. In the case of AC36, this included Te Pou / New Zealand House, environmental sustainability activity, and robust media and data reporting mechanisms. These critical elements for leverage should be more clearly articulated and incentivised (eg linked with funding milestones) in contracts.

<sup>25</sup> Governing Body Minute 16 July 2020 and *Te Tahua Pūtea Mate Ohotata 2020/2021*, Emergency Budget 2020/2021, Auckland Council.



## 4. STATUTORY AND REGULATORY

### 4.1 Programme overview

Across the overall AC36 Programme there were multiple declarations, consents, permits and licences required under a range of statutes, regulations and bylaws across land, water and air.

AC36 was declared a Major Event under the Major Events Management Act 2007 (MEMA) and a 'Major Maritime Event' was declared under the Maritime Transport Act 1994. An Air Space Licence was granted by CAA giving ACE authority over relevant airspace areas and restricting aircraft, including drones within the designated areas.

All radio transmissions for AC36 were licensed under the Radio Communications Act 1989. ACE worked with the Radio Spectrum Management (RSM) team from MBIE on the licensing and the operations of all the radio transmitters during the event. ACE also appointed a Radio Engineer to manage all the licensing requirements for the event. RSM undertook independent monitoring during the event to ensure compliance and was able to intervene when issues arose.

A key area for consideration in the regulation space were potential transport issues which may have presented barriers to the delivery of a safe and secure event, which included:

1. skippers operating a vessel while under the influence of drugs and/or alcohol;
2. road closure powers; and
3. enforcement powers around drones.

Crown agencies were satisfied that the first two could be managed within existing legislation or through prevention planning. Detailed discussions took place as to whether special legislation for drones was required – this is outlined in Section 4.5.

On the Council side, infrastructure was consented under the Wynyard Hobson Resource Consent granted by the Environment Court in 2018, under the Resource Management Act 1990. Syndicate base buildings and temporary structures in the Cup Village (such as Te Pou and the AC36 Simulator) were issued building consents under the Building Act 2004. Auckland Council issued an Event Permit under the Auckland Council Event and Trading in Public Places Bylaw (2015). Liquor licences for the MUMM bar and Te Pou / New Zealand House in the Cup Village and for Summernova Festival events (eg Waterborne) were issued by the District Licensing Authority.

Each of these is discussed further from the perspective of on land, on water and air, other than MEMA, Immigration, COVID-19 settings and the radio spectrum frequencies, and these are discussed under the broader regulatory realm in Section 4.2.

Coordination across the regulatory realm was undertaken primarily through the *Future Approvals Working Group*.

## 4.2 Broader regulatory realm

### 4.2.1 MEMA

**Lead agency:** MBIE

**Supporting agencies:** ACE, Auckland Unlimited

AC36 was declared a Major Event under the Major Events Management (36th America's Cup) Order 2020 (the "AC36 Order"), an order made under the Major Events Management Act 2007 ("MEMA").

The AC36 Order was put in place to protect the rights of commercial partners of the AC36 Event through the prevention of unauthorised commercial exploitation by a party not officially associated with the AC36 Event.

In return for the significant financial contribution made by commercial partners of AC36, these commercial partners were granted certain exclusive rights to be associated with the AC36 Event.

The AC36 Order related to the 36th America's Cup presented by Prada and the other yachting events held on the Waitematā Harbour from December 2020 to March 2021, including the Prada America's Cup World Series Auckland, the Christmas Race in 2020 and the Prada Cup during the protection period (September 2020 – April 2021).

#### **MEMA management**

MBIE is responsible for administering and enforcing the Major Events Management Act 2007 (MEMA).

However, ACE took further proactive steps to provide information and education, around restrictions on business activities, to local business owners by way of circulating an information document and speaking with business owners.

Auckland Unlimited also provided detailed information to Auckland business owners leading up to and during the event, through the *Business and Community Readiness Toolkit* (see Section 8), including dedicated web pages explaining how the Act is applied and what businesses may or may not do, linking back to MBIE's online resources.

ACE worked with the New Zealand Marine Transport Association (NZMTA) to ensure that all charter boat operators were fully aware of the restrictions in regard to the use of protected emblems and words. NZMTA were supportive and helpful.

Where businesses appeared to be uncompliant with the Act, ACE also reported these instances to MBIE for assessment as per the enforcement plan provided.

There is room for discussion around whether, and when, Intellectual Property owners (via their own lawyers) or MBIE should take the lead in enforcing breaches. Where 'cease and desist' letters were sent to business owners before MBIE was notified, a decision was made by MBIE to allow those legal processes to play out rather than undertake concurrent investigations.

Not all of the potential breaches reported to MBIE were assessed as being breaches of MEMA by MBIE's legal team. The following were assessed to be breaches:

- unauthorised use of protected emblems and words
- the delivery of a "pop-up" bar activation by a liquor brand just outside of the ACV.

This assessment of the merits of pursuing further action remains a valuable and necessary step in enforcement, but it does not always allow for a swift response. For future major events it may be necessary to address this either through greater resource or by more firmly outlining the thresholds as to when MEMA breaches are proactively pursued.

From the Host City perspective, complaints about breaches of the Auckland Council Trading and Events in Public Places Bylaw within the event footprint (eg illegal street trading) followed standard Council process. The MEOC relayed any received complaints or incidents directly through to the Council Bylaws Team, which had rostered Council officers on the ground for high-impact race days. When required, officers would attend identified breaches and did so in a timely manner.

#### **4.2.2 Immigration regulations: COVID-19 border setting**

Many of the international attendees connected with the Challengers had been to New Zealand before, including for other sailing regattas. However, the long length of stay required for the America's Cup meant extra assistance was needed to ensure team members were applying for the right visas. This was managed well by building the relationship between Immigration New Zealand (INZ, a business group within MBIE which had responsibility for managing the visa applications for people to enter Aotearoa New Zealand to work on or attend the event) and the Challengers, and for explaining the requirements in immigration instructions.

Planning and engagement with the Challengers began in July 2019. COVID-19 border restrictions meant that the visa information previously provided to the teams needed to be changed as INZ responded to the pandemic. As these changes were made, they were passed on and explained to the Challengers.

Due to the timing of the America's Cup, two Challengers that made the decision to travel early were granted an exception to the border restrictions under the 'essential worker' category through the Ministerial approval process. Due to a change to the border exception criteria in June 2020, the third Challenger went through a new process and new exception criteria where its request for exceptions was considered under the 'other critical worker' category by a senior manager within INZ.

A very important part of the immigration instructions was the classification of the event status. The America's Cup was confirmed as a "Government-approved event", which gave the event an enhanced status in support of the other critical worker visa category for the immigration decisions made under the COVID-19 restrictions.

Over and above the business support usually provided to visa applicants, INZ also provided a dedicated and monitored AC36 inbox to field all immigration and visa queries relating to the 36th America's Cup from participating Challengers. All general visa queries and queries relating to individual applications were channelled through a single point-of-contact with each Challenger. The option of a specialised mailbox and customised feedback to teams is only feasible for a designated major event as this is a resource-intensive process. INZ also acknowledged that a more intensive form of assistance was required given the particular complexities of this event. For instance, most other sports events are of shorter duration, the participants only require visitor visas, and dependent family do not travel with the participants. In the case of AC36, the event is of far longer duration, and the participants required work visas and appropriate visas for family who re-located to Aotearoa New Zealand with them.



As part of the wider COVID-19 response efforts, INZ also played a critical role in supporting policy development and operational processes. This was instrumental to securing entry for Challengers and key personnel, allowing the event to proceed as planned.

One measure of success was there were no complaints regarding visa processing and all visas were processed in a timely manner.

#### **4.2.3 Managed isolation quarantine and facilities: COVID-19 border setting**

Alongside the additional border requirements created by the impacts of COVID-19, 14 days of managed isolation and quarantine (MIQ) was a mandatory requirement for all incoming travellers to Aotearoa New Zealand. The 36th America's Cup group were the first 'Government-approved event' personnel to go through the newly established entry requirements.

Most of this booking and allocation process was managed manually between MBIE teams in liaison with the Challengers, as the online booking systems were not yet in place at the time the parties needed to secure managed isolation quarantine and facilities for travelling personnel. This process took a considerable amount of time to coordinate with Challengers alongside the wider exemption processes.

#### **4.2.4 COVID-19 legislation and public health orders**

A complex range of legislative changes, public health orders and border restrictions have been implemented since the beginning of the COVID-19 global pandemic in Aotearoa New Zealand. The key legislative changes and adaptations that affected the country during the planning and delivery of AC36 are outlined below.

On 21 March 2020, the Government introduced the four-tiered Alert Level system to help manage and minimise the risk of COVID-19 as part of New Zealand's 'elimination' strategy. This four-level framework specifies the legal controls and other measures that are needed to manage and stamp out COVID-19 at different stages of an outbreak. The system was designed to help people understand the Government's plan for managing the pandemic and what that meant for how people could live their lives, as well as the restrictions that must legally be followed.

The COVID-19 Public Health Response Act 2020 (the COVID-19 Act) provides the legal authority for the majority of decision-making in relation to the COVID-19 response. It was enacted in May 2020 and provides measures to mitigate the risk of an outbreak and manage the spread of the virus should one occur, while allowing social, economic and other factors to be taken into account. The COVID-19 Act sits alongside the Health Act 1956, which provides additional pandemic control powers.

#### **Public health orders**

Each time there were cases in the community that required a change in Alert Levels, the Government would issue a new health order (COVID-19 Public Health Response (Alert Level Requirements) Order) outlining the Alert Level restrictions in place and indicating where and for how long. Because each health order could only be issued days or hours before the new restrictions came into effect, any application for an exemption for activity at a particular Alert Level could not be submitted to the Ministry of Health until the health order was in place. As an example, it was only when (and not before) Auckland went into a Level 3 lockdown in late February 2021 that ACE was able to make an application to the Ministry of Health, as that was when the Health Order was issued, for a potential exemption for racing to occur at Alert Level 3. This application for an exemption was unsuccessful.

The Ministry of Health (MOH) was the lead agency in relation to health matters for AC36. With the onset of the COVID-19 pandemic MOH played a significant role in planning and operations.

MOH provided representation through direct support from its Emergency Management Team within the Population Health and Prevention Directorate. This included advice and support pertaining to Health Emergency Management matters and also as the conduit to reach back to MOH for the full range of Health-related support. This included providing advice on the submission of the submission of Health exemption requests and COVID-19 related matters and providing key expertise and advice to the *AC36 COVID-19 Working Group* that was established to ensure that ACE had rigorous COVID-19 plans in place for both on-land and on-water activities.

The support through MOH's Emergency Management Team also provided an integrated Health Emergency Management element that could be utilised should a crisis arise in the locality of the event's geographical setting for the entire duration of the event.

MOH provided the following:

- **Event planning** – the Northern Regional Emergency Management Advisor (REMA) represented MOH on event planning groups and at readiness exercises.
- **Operational support** – operational expertise was provided to the Auckland Unlimited Major Events Operations Centre (MEOC) at the beginning of the event.
- **COVID-19** – MOH were key experts in providing specific guidance and information to AC36 regarding the COVID-19 pandemic and were core members of the *AC36 COVID-19 Working Group*.
- **HealthEMIS SharePoint / Team site** – this was set up as a central repository for event data and collaboration within MOH.

### *Lessons learned and recommendations*

- Immigration New Zealand noted that developing relationships directly with the Challengers early on and establishing key contacts with each Challenger proved very worthwhile. A Visa Advisory document, which was developed to support the Challengers' understanding of the processes, was also very useful. While resource intensive, it would be useful to do the same, in terms of building relationships and communications, for future events of scale.
- INZ also noted that a dedicated team monitoring the inbox worked very well. Having a specific INZ Technical Advisor available to answer visa application-related queries was critical given the volume of queries. Both approaches would be valuable for future major or mega events.
- COVID-19 significantly shifted roles within Government. Certain constraints related to COVID-19 introduced by the Government sat outside the influence of the individuals and organisations within Crown that were connected with event delivery. The COVID-19 Directorate was established to deal with COVID-19 matters. If a major event should overlap with a significant national event such as a pandemic again, the changing role of Government and where and how decisions are made should be well communicated to those outside of the Crown to reduce confusion. Having a lead Ministry of Health contact integrated into the strategic events planning was critical and also supported the appropriate level of Health emergency management planning and preparedness (reduction, readiness, resilience). This direct and integrated support was timely and provided the advantage of cohesion across the event support stakeholder group.

If a major event should overlap with a significant health threat in future it would be valuable to have a key Ministry of Health contact from the early stages of planning.

- The use of the Ministry of Health EMIS system for AC36 does raise the possibility of external guest access to a purpose-built site generated for future major events. It may also be possible to use this system for all participants to communicate and collaborate on event matters. Where a future event is expected to have a significant overlap with Health this could be further explored.

#### **4.2.5 Radio spectrum**

The Radio Spectrum Management (RSM) team from MBIE provided oversight of the use of radio frequencies during the event. RSM manages the use of Radio Spectrum on behalf of the Government under the 1989 Radio Communications Act.

Due to space and system requirements, the RSM operated offsite during the event and only attended on-site when required. Accreditation for RSM personnel took some time, as did vehicle access and car parking, but once this was made available being based offsite was a workable solution, because the location was close to the event venue.

#### ***Access to radio monitoring sites***

To provide an independent overview of the Cup Village and race courses, RSM needed to secure a number of suitable sites to locate radio monitoring equipment. Although this was eventually achieved, it took significant work by the RSM team and event partners to secure access to the desired sites, ultimately providing ideal locations for the monitoring equipment.

RSM's working relationships during the event went well. When issues did arise, access and solutions were forthcoming by the parties involved. Most issues that did arise during the event were caused by radio systems run for the event causing interference to external radio systems.

#### ***Lessons learned and recommendations***

- It was important for the RSM team to have timely access to the right people in the event delivery organisation who were responsible for and/or had the knowledge of radio and technology systems. The appointment of a radio engineer by the Event Deliverer was important as part of operational planning requirements detailed in the Host Venue Agreement. Identifying the right experts and establishing relationships at an early stage in the planning cycle will be important for future events.
- Getting access to potential sites for radio monitoring equipment in a timely manner is critical, perhaps six months out, and timeframes in which to complete this work should be identified early in the planning stages for future events.

## 4.3 On land

### 4.3.1 Road stopping

**Lead agency:** MBIE

Specific road-stopping legislation prepared under tight timeframes was required to support the Wynyard Edge Alliance infrastructure project delivery.

The America's Cup Road Stopping Act 2018 was introduced on 2 July 2018, with the date of assent 13 September 2018, and the Act came into force on 1 November 2018. Its purpose was to remove the road status from part of Brigham Street in Wynyard Point – which was essential for the land to be used for AC36.

### 4.3.2 Resource consents

**Lead agency:** Eke Panuku

**Supporting agencies:** Auckland Council (Legal), MBIE

The primary resource consent was the Wynyard Hobson Resource Consent (Resource Consent), issued by the Environment Court on 25 September 2018. Held by Eke Panuku, the consent has a duration of ten years to allow for public access, marine-related activity, and events on Hobson and Wynyard Wharf.

The Resource Consent was innovative in its own right. In order to be able to deliver the infrastructure agreed between ETNZ and Hosts under the HCAA, tight consenting timeframes had to be met as outlined in Section 3.5.1.

There were 13 management plans associated with the resource consent, all of which formed part of the Event Permit documentation.

ACE was required to provide input into two existing management plans: *Biosecurity Management Plan* (BMP) and *Inner Viaduct Harbour Environmental Management Plan* prepared by WEA to address specific event requirements and provide four new management plans to satisfy the resource consent conditions. The new Management Plans required from ACE were:

- *Event Management Plan*. This encompassed seven management plans:
  - Event Transport Management Plan
  - Event and Public Transport Management Measures
  - Pedestrian and Cyclist Management Measures
  - Traffic and Parking Management Measures
  - Event Emergency Management Plan
  - Event Lighting Management Plan
  - Noise Events Management Plan
- *Wynyard Point Base Emergency Evacuation Plan*
- *Wynyard Wharf South Water Space Area*
- *Syndicate Staff Travel Plan*.

Under the Auckland Council Trading and Events in Public Places Bylaw (2015), these management plans were required to be completed before an Event Permit could be issued.

ACE had a signed agreement with Eke Panuku that ACE would not make Eke Panuku non-compliant with the consent. However, due to some plans not being completed by the required deadline and others that did not have the required technical expertise (such as noise and lighting), this undertaking was not met, meaning that Eke Panuku was non-compliant with the consent for a number of months leading up to the event. This was repeatedly raised with ACE in working groups and at ESG and JCEG forums. It is understood that ACE sought to engage technical experts but this was deemed cost prohibitive. Eke Panuku also offered to engage experts on a cost-recovery basis, which was declined by ACE.

The Resource Consent included 'design requirements' that needed to be met for structures on team bases on Hobson Wharf and Wynyard Wharf. Eke Panuku's *Technical Advisory Group* (TAG) provided design review and certification to meet the consent conditions. INEOS Team UK and American Magic engaged early with TAG on their base building design and this worked well.

In late 2020, it became apparent that a new resource consent would be required for change of use for Bases E, F and G as these were no longer going to be used as team bases (because of a fewer number of Challengers competing in AC36 than anticipated) and would instead be used for event operations centres (for volunteers, the OSOC and the International Broadcast Centre or IBC). However, ACE did not engage with TAG on the operational structures on Bases E, F and G early enough which meant that there was not enough time to work through potential solutions in order to meet design requirements. The alternative option was a new consent, which was applied for and granted for the change of use of these spaces for event operations.

### **Mana whenua engagement**

The America's Cup Kaitiaki Engagement Plan Forum (ACKEP) was established in accordance with condition 5 of the Resource Consent and met monthly. The key objective of this forum was to assist Eke Panuku (as the consent holder) in developing the America's Cup Kaitiaki Engagement Plan (ACKEP) in accordance with relevant customary practices and in-line with the principles of consultation, active participation and partnership.

The resource consent required ACKEP to review management plans prepared by WEA, ACE and the Challenger teams for delivery of the AC36 Event. The consent conditions provided the framework for ensuring that cultural values were recognised and given regard to through the construction and operational management plans.

Mana whenua, through the ACKEP Forum, provided a kaitiaki statement for ACE that outlined the guiding principles that needed to be upheld to ensure that mana whenua was able to undertake their kaitiakitanga guardianship role and important cultural practices.

### **Lessons learned and recommendations**

- To reduce the likelihood of a future Event Deliverer causing Eke Panuku to be non-compliant with a consent, it is recommended that consideration is given to identifying which plans are likely to require expert preparation and ensure (through the contract) that the Event Delivery agency has allocated resource to this.
- Engagement with ACKEP by the Event Deliverers was needed earlier to enable genuine consultation with mana whenua. The costs associated with convening ACKEP should be factored into future events.



- There was not enough flexibility in the Wynyard Hobson Resource Consent design requirements for alternative uses. This was due to the consent being issued prior to any detailed event planning or confirmation of the number of Challengers. For future events where the Event Deliverer needs to go through a change in use and/or design of operational structures, it is recommended that the Event Deliverer engages with TAG at the earliest time as can be reasonably foreseen.
- Given its ten-year life, it is recommended that a variation to the Wynyard Hobson consent be considered to enable greater flexibility for future events and to reflect the changed landscape on Wynyard Wharf in respect of the requirements of some of the management plans.

### 4.3.3 Building consents

**Lead agency:** *Auckland Council*

**Supporting agencies:** *Eke Panuku*

The structure of the relationship between Hosts and ACE in respect of all of the facilities requiring building consent, ranging from Syndicate base buildings to temporary event overlay was complex.

Under the HVA, Hosts were required to liaise with COR and Syndicates only through ACE. In addition, ACE held the lease for Bases B to G directly with Eke Panuku, with ACE sub-leasing Bases B, C and D to Syndicates.

ACE was directly responsible for the temporary event overlay in the Cup Village, in conjunction with COR for all but the Match, and together they had a number of suppliers who were accountable for providing the different structures for the event (eg the AC36 simulator, the MUMM bar and Te Pou).

Syndicates and suppliers of temporary structures were responsible for obtaining the relevant building consent approvals. The Auckland Council Building Consent premium consents team dedicated considerable resources to ensure that the necessary approvals were sought and granted within the required timeframes, given the number of delays in applications by ACE and its suppliers to enable processing.

A total of 13 consents were required for temporary structures within the Cup Village (excluding the Challenger Bases). Timeframes were challenging due to the delays that occurred with procurement and design of structures.

Feedback from the consenting team included:

- The different entities, from countries with differing jurisdictions and their varying commercial drivers made the consenting challenging.
- More prescription by ACE to Challengers under the sub-lease about the requirements of the New Zealand Building Code and the Wynyard Hobson consent requirements that they were required to meet would have been beneficial. There was no obvious person at ACE with responsibility for ensuring that the material produced was at the required standard to enable processing of consent applications to commence, and this became a de-facto role for the consent team. It also considerably impacted the timeline and led to delays.
- The timelines necessary for consenting were clear at the outset, both as part of the Event-Permit process and linked to milestones in the HVA, but these were not always met by ACE.

- Delays and/or inadequacy of information created a bottleneck for the consents team, especially in the build-up to the event. This had to be escalated, with five people from the building team assigned to manage discussions and meetings across the multiple people/parties and personalities (an example being between Ineos Team UK and American Magic over the firewall between their base buildings).
- COVID-19 was used as a reason for the delay, but the bottleneck was more at the design and procurement stage rather than the physical works stage. Auckland Council always had the capacity to process consents and were available to be consulted by ACE.

In the end, all required consents were obtained in time to ensure delivery of the structures for the opening ceremonies.

#### *Lessons learned and recommendations*

- Ensure a collaborative approach is taken by all parties to consenting from the outset with regular catchups and dashboards for progress on agreed timelines.
- Ensure there is a clearer understanding by the Event Deliverer on the importance of having in-house expertise to provide quality documentation at the required detail within the required timeframes to enable the processing required by Council to take place.
- Direct lease of bases to participating teams from the landowner (and not via a third party such as the Event Deliverer) is recommended so there does not need to be as much reliance on the Event Deliverer to pass on design guidelines/requirements to teams, or not being prescriptive enough with teams about what was required.

#### 4.3.4 Event Permit

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *Auckland Council, Eke Panuku, Auckland Transport, NZ Police, MBIE, Auckland District Health Board (ADHB)*

Under the Auckland Council, Trading and Events in Public Places Bylaw (2015) the 36th America's Cup event required an Event Permit.

America's Cup Event Ltd (ACE), as the permit applicant, was responsible for supplying all necessary licences, consents, and event operational plans to enable the completion of the *Event Permit Work Plan*. It covered all event infrastructure due to be packed into Wynyard Quarter for the Cup Village, event operational documentation (including site maps, activation schedules, Health and Safety management, and COVID-19 preparedness and response planning), alcohol licences and building consents.

The process was for ACE's updated Event Permit documentation to be received through one channel (Auckland Unlimited AC36 Facilitation Lead) who then shared the plans with the relevant agency (or subject-matter expert) for review, feedback and approval to ensure Council and legislative requirements were met. The Facilitator then collated the feedback (usually quarterly, aligning with the HVA milestone deadlines) and responded to ACE as Event Deliverer.

In order to track the progress of the regulatory elements required under the Event Permit and the management plans due under the conditions of the Wynyard Hobson Resource Consent, the *Future Approvals Working Group* was formed. The group included Auckland Unlimited, Auckland Council, Eke Panuku and ACE. A 'Future Approvals Dashboard' document was created to track key deliverables under the *Event Permit Work Plan* and Resource Consent management plans.

Progress was hindered by a lack of familiarity with the regulatory requirements of a major event in a public space and the associated operational documentation on the part of some key ACE staff members. This led to documentation and management plans not being satisfactory causing delays to processing licences, consent applications and ultimately the Event Permit. Notably there were significant delays with building consent applications to Council.

The AC36 Event Facilitation Lead was available and offered to further assist ACE through the Event-Permit process, however there was little engagement from ACE staff during the early event planning stage. Normally the Event-Permit process works by a collaborative relationship between the Event Facilitator, the Event Deliverer and key stakeholders. A lack of meaningful collaboration and transparency from ACE with Auckland Unlimited impacted the Event-Permit process long-term, creating further work for Council staff and ultimately the event. Given ACE's limited staff resource and lack of expertise in certain areas, collaborating with the Auckland Unlimited Facilitator would have been beneficial in the regulatory and operations space.

Significant Council staff resource and time was required to keep the event planning on track and ensure Council and legislative requirements were met for a November 2020 Cup Village pack in. This was well above what would normally be provided for an external Event Deliverer given their responsibility for event operations. In some cases, Council staff were required to step in to do work that consultants, on behalf of the event, should have done (eg Eke Panuku staff assisted with the development of some of the management plans required under the resource consent).

The project timelines in the HVA did not always align to the work plan required for permitting, and were not met by ACE on many occasions. Where ACE did provide documentation and plan updates to meet the milestones outlined in the HVA, given there was no definition of the 'level of quality' required, the documents provided were often repetitive, or incomplete or lacking sufficient detail on how they would be implemented. For operational delivery stakeholders reviewing plans to determine that the milestone to be met, it often seemed that little had changed and earlier feedback of the plans had not been actioned.

In October 2020, ACE requested an early pack-in date of 1 November (noting that the original pack-in date was one month before the Village opened, making it 15 November or thereabouts). At that stage ACE had yet to complete the relevant documents to enable an Event Permit to be issued.

This was an unprecedented situation and led to a solution being devised by Auckland Council, Eke Panuku and Auckland Unlimited – to issue an interim 'Event Pack-In' Permit on 30 Oct 2020, as well as an Early Access Licence (as a precursor to the Licence to Occupy).

This was a pragmatic solution enabling ACE and COR to begin the Cup Village pack-in on time (1 November 2020), otherwise the event would have been compromised. This also gave ACE more time to get final documentation for the overall *Event Permit Work Plan* (Crowd Management and COVID-19 Contingency Planning, and further Building Consents) to an acceptable standard to receive the Event Permit.

The full Event Permit was issued by Auckland Council on 13 November 2020. Note that, as for all events in Auckland at the time, the Event Permit was valid for COVID-19 Alert Levels 1 and 2 only (given that under Alert Level 3 racing was prohibited and public gatherings were restricted to a maximum of ten people and were prohibited entirely under Alert Level 4).

### *Lessons learned and recommendations*

- Having the dedicated *Future Approvals Working Group*, incorporating ACE, Auckland Unlimited, Auckland Council, and Eke Panuku, covering the licensing and compliance elements of the Event Permit, as well as the resource consent management plans worked well. It is recommended that a regulatory working group of this sort would be put in place again, but with clearer agreement between the event and group members over timelines, risks, and how this is tracked and documented for reporting purposes. This includes aligning an event's contract milestones with project milestones, once details become clearer.
- It is recommended that for future maritime events, Auckland Council and CCOs (or the combined event authority), lead the on-land event component to enable a unified approach to be taken to event planning inside and outside the venue village, taking into account landowner and regulatory requirements.
- A clear understanding of the standard required for event documentation is critical for meeting regulatory requirements in a timely manner. It is important to ensure any future event is resourced with experienced event staff in key roles with knowledge of regulatory processes and major events standard practices to streamline the approach and minimise rework, saving time for the event, stakeholders and Council.

## 4.4 On water

**Lead agency:** *Maritime New Zealand*

**Supporting agencies:** *Harbourmaster*

Maritime New Zealand (MNZ), as the national maritime regulator for maritime activity in New Zealand's internal waters, considered the existing regulatory regime for commercial maritime activity was not fit-for-purpose, given its design and intent to regulate long-term commercial operators in environs substantially different to the very temporary operating conditions that AC36 presented. To address this, and to provide an enduring solution, Maritime NZ considered special legislation for AC36.

Following discussions with the Ministry of Transport (MoT) and MBIE, it was decided that Maritime NZ would use its existing regulatory regime with a focus on exemptions, where there was to be temporary commercial activity on race days, and in the specified race areas.

While this was proved adequate for the few commercial operators who came into the system under COVID-19 conditions, had the event occurred in a more usual context the demand on MNZ to process exemption applications may have been unsustainable.

## 4.5 Air

**Lead agency:** *Civil Aviation Authority*

**Supporting agencies:** *MBIE*

The America's Cup Air Space consisted of four distinct areas. ACE required designated special-use airspace (SUA) approval from the Civil Aviation Authority (CAA) prior to the event. This provided ACE with the authority to manage the safety risk within the relevant airspace areas and aircraft entering within the relevant areas on race days. Designated special-use airspace was granted in November 2020 and managed by the Air Space Coordinator nominated by ACE.

The CAA Aeronautical Services Team provided regulatory input into the 36th America's Cup Application for Special Use Airspace (SUA), for the three racing areas and one Cup Village area. The application required extensive coordination with multiple aviation and non-aviation stakeholders in the Auckland area, including a public meeting and ongoing interaction with the AC36 Airspace Coordinator.

Aeronautical Services also planned and managed the geofencing for temporary drone flight restrictions across the designated areas. The airspace delivery support was to meet the requirements of the Civil Aviation Act and Civil Aviation Rule Part 71.

A significant amount of time and resource was committed to the consideration of legislation linked to unmanned aerial vehicle management (drones). Special legislation to provide powers of enforcement for drones operating within restricted or controlled airspace specifically for AC36 was considered, with input from MBIE, NZ Police, Ministry of Transport and the CAA.

Following the impacts of COVID-19 on international visitor numbers and a changed event scope, a revised risk assessment was completed and, in September 2020, Ministers agreed not to proceed with special temporary legislation as the safety risks were considered to be low.



### *Lessons learned and recommendations*

- With regard to unmanned air vehicle activity during the event, the Counter Remotely Piloted Aircraft Systems (C-RPAS) Geofencing for RPAS was effective, with most flights recording very low or zero flight duration. Geofencing will remain a useful tool for future events.
- The number of flights detected over the course of the event would indicate that the public information campaign communicating the RPAS restrictions was only partially effective. For future events an extended, more comprehensive communications campaign is recommended, particularly for events taking place once the borders are open, as there will be greater numbers of public and visitors.
- It would appear that not everyone was aware of the designated airspace, or they were aware and tried anyway. There remains no way of determining operator intent using the system, however, there were significantly fewer detections located in the airspace as the racing progressed, which indicated an increasing awareness. Again, for future events, a more comprehensive communications campaign would assist in this regard.
- Using CCTV to 'identify' RPAS was demonstrated as effective and could be used again for future events.
- Considerable time was spent to ensure the Event Deliverer was fully educated on its responsibilities as the administering authority. For example, managing expectations of aviation participants that did not meet the flying qualification requirements became something that the CAA was directly involved in re-communicating the rules on, and this was time consuming, despite having informed the Airspace Coordinator that it was part of their duties to manage this process. For events where airspace is likely to be a key consideration, in-house expertise would be beneficial.
- The Event Deliverer did not choose to appoint an Air Traffic Service and the Airspace Coordinator operated remotely from the On Water Operations Centre. For future maritime events requiring controlled airspace, particularly in a non-COVID-19 environment which would likely attract more active aviation participants, it would be beneficial to reconsider the location of the administering authority. Also, it would be useful to consider mandatory oversight of the SUA by an Air Traffic Service provider acting as the SUA Administering Authority, as part of delivery requirements.
- Consideration should be given to how Crown agencies could be funded to resource the "back-end" regulatory assessment and design work necessary for future major events.

## 5. HOST OPERATIONAL EVENT DELIVERY

### 5.1 Programme overview

Section 5 describes the activities undertaken by Hosts to support the safe delivery of AC36, both in terms of the public-sector delivery obligations outlined in the HVA and also the areas where Hosts supported ACE to meet its delivery obligations.

The overall event delivery set up was complex – not just with the involvement of several Government agencies and the Auckland Council and CCOs (including Eke Panuku, Auckland Unlimited and Auckland Transport as well as a number of Auckland Council departments), but with the event partner that also comprised several parties – being America's Cup Event Ltd (ACE), the Challenger of Record (COR) and Emirates Team New Zealand (ETNZ).

Adding to the challenges of a complex structure, at times ACE had operational and resourcing issues which impacted all agencies and stakeholders in their own planning preparations and this was compounded by the impacts of a global pandemic. However, well before the onset of COVID-19, ACE's event planning and resourcing were behind and event milestones were either not being met or were of a standard that did not allow for meaningful progress. This required Hosts to provide an unprecedented level of support to a major Event Deliverer to ensure the event could be safely delivered on time and all agencies and stakeholders could fulfil their responsibilities.

### 5.2 National

At a national level, three key areas were part of the successful Hosts' operational support delivery:

**Relationships.** There were effective collaborative relationships across Government agencies and local government. The overall All-of-Government planning and engagement worked well, with agencies, where appropriate, exchanging information before and during the event.

**Reputation.** Central government agencies and local government came together to help to get the event over the line, working with ACE to resolve serious concerns about the delivery agency's ability to deliver a safe and secure environment for the public.

**Readiness.** The MBIE and Council-led readiness activities were effective in building common understandings of stakeholder responses to particular incidents, as well as roles and responsibilities.

Because of the interdependencies of the Crown and Council agency roles and the collaborative nature of the approach taken, the following sections reflect the mahi of both Host parties – ie Crown and Council.

Notwithstanding that the primary responsibility for on land and on water sat with ACE, a number of Host agencies had residual and/or support functions for on land and on water as discussed in Sections 5.3 and 5.4 respectively.

## 5.3 On land

### 5.3.1 Village operations

**Lead agency:** *Eke Panuku*

**Supporting agencies:** *Auckland Unlimited, Auckland Transport*

As operator of the land and water space which made up the Cup Village on behalf of Auckland Council, Eke Panuku had an important role in supporting the delivery of the Cup Village. This included setting the Cup Village area, ensuring that Eke Panuku's related obligations under the HVA were met, reviewing ACE's plans related to the Event Permit and resource consent and working closely with ACE to ensure a smooth handover of the Cup Village area, support pack-in and pack-out of the Cup Village and village operations over the event period.

Eke Panuku's Senior Technical Delivery Advisor – Placemaking, led this programme of work and was supported by a Technical Operations Coordinator over the event period.

Specific responsibilities included:

- Providing local technical site-related support for the event
- Providing landowner consent for regulatory applications such as temporary building permits and exemptions and liquor licensing
- Providing local knowledge and support for operational planning, including security, deliveries and logistics, stakeholder operational requirements
- Providing a consistent line or point-of-contact between the event delivery team, Eke Panuku, Auckland Unlimited, and local stakeholders
- Providing event-related, subject-matter expert advice and interpretation between ACE and Eke Panuku
- Representing Eke Panuku and stakeholder interests on AC36 forums including CLG<sup>26</sup>, *C4/Security/Crowd Management*, On Land and On Water Operations.

A Facilities Specialist also supported this workstream in terms of the benchmarking and costs charge back to ACE, dilapidation reports, and overseeing remedial works required for the hand back of the Cup Village and team bases to Eke Panuku.

Eke Panuku had a number of obligations in the Public Sector Delivery Obligations section in the HVA related to the Cup Village.

### **Clean venue**

Eke Panuku worked with ACE to ensure that the Cup Village was handed over as a clean venue – free from any restrictions or commercial obligations that may have impacted upon ACE's ability to use the venue and to freely enter into commercial, advertising, sponsorship, supplier and/or catering agreements. Eke Panuku provided ACE with photos of the venue six months after the HVA was signed to capture any existing commercial branding, advertising or marks that may have resulted in the venue not being 'Clean' and provided ACE with a list of all existing restrictions, commercial or contractual arrangements that may have caused the venue to not be clean on handover.

<sup>26</sup> The *Community Liaison Group* established as part of the Wynyard Hobson Resource Consent.

As the Wynyard Quarter is public space, which has restrictions on advertising and commercial arrangements, there were few areas or existing arrangements that were of concern to ACE. There were four instances (Titans Wall, North Wharf Hospitality signs, Phantom Bollard and Explore Group Kiosk) that might have been raised by ACE as an issue, but these were either addressed early on or agreed during the benchmarking period, or ACE did not raise them as an issue.

### ***Amenity provision***

Eke Panuku was required to provide amenities within the Cup Village over the event period at a standard that was provided immediately before the event. This included rubbish and recycling facilities, toilets and lighting.

Eke Panuku was also responsible for maintaining the amenities in a satisfactory state of working condition (including cleaning, servicing and supervising) at the same level that was provided in the Cup Village area, one year prior to the event period.

In order to assess the levels of provision, a baseline standard was set a year out from the event and was measured over the equivalent dates of the event period. The first COVID-19 lockdown in early 2020 was during this timeframe and data was extrapolated from the prior year in order to provide business-as-normal data over the entire period.

The baseline standard benchmarking exercise for amenity provisioning was time consuming and unnecessary. It is recommended that benchmarking is not undertaken for future events. Eke Panuku will be able to set a base cost for the event period and charge any additional costs over and above that amount to the Event Deliverer.

Eke Panuku also ensured that all publicly accessible areas immediately adjacent to the venue were cleaned, maintained and kept free from litter at the same level that was provided in the Cup Village area one year prior to the event period.

Following agreement with ACE, Eke Panuku continued to use existing suppliers for most of the servicing and maintenance of the amenities. ACE nominated that it would attend to waste management at the Cup Village site through its own contractors.

### ***Licence to Occupy***

Under the AC36 HVA, Eke Panuku and Council were to enter into a Licence to Occupy with ACE for the duration of the event period (as defined in the HVA as commencing one month prior to the first event, and one month post the final event). Based on the race dates that were subsequently set, the use period ran from 15 November 2020 – 21 April 2021.

The Licence gave ACE the short-term right to occupy the HVA-defined village area but did not give any right to exclusive occupation.

As Council owned the land and Eke Panuku operated it on their behalf, the agreement was between Eke Panuku, Council and ACE, with Council authorising Eke Panuku to carry out any obligation of Council under the Licence and any obligation on Council under the Licence could be performed by Eke Panuku.

Key details of the licence included:

- Council granting to ACE and ACE accepting a non-exclusive Licence of the Race Village from 15 November 2020 – 21 April 2021 to run AC36 and associated activities.
- The licence aligned with relevant conditions in the HVA and, as the HVA was agreed before a significant amount of event planning detail was worked through, agreements made subsequent to the HVA were incorporated into the licence as applicable.
- The licence was conditional on Auckland Council issuing of the Event Permit by Auckland Council.
- ACE was to hold public liability insurance for the Term of the licence as per the HVA (a sum insured of \$50 million, with a maximum deductible of \$50,000 per claim).
- ACE was to comply with all relevant statutory and common law obligations and all relevant legislation and regulations including compliance with the provisions of the relevant District Plan, the Sale and Supply of Alcohol Act 2012, the Building Act 2004, and the Health and Safety at Work Act 2015, and indemnify Council against any non-compliance or breaches of these and any costs associated with that.
- ACE was responsible for (and would meet all costs for) crowd control and public safety and security at the Race Village.
- Public access to the Race Village was to be retained at all times.
- Eke Panuku was to continue to manage Wynyard Crossing in close contact with ACE.
- Eke Panuku and ACE were to work together to agree what reinstatement was required prior to the Expiry Date of the Licence and agree a methodology and timing for such reinstatement.

### **Early Access Licence**

In October 2020 ACE requested an early pack-in to the Race Village commencing on Monday, 2 November 2020. In normal circumstances an Event Permit would have been issued by Auckland Council prior to pack-in commencing for an event. However, an Event Permit could not be issued at this time as the final Event Permit management plans had not been received and building consents were outstanding.

Eke Panuku worked closely with Auckland Unlimited's AC36 Facilitation Lead to develop an approach to be able to allow ACE an early pack-in. This was due to concerns that one month might not be a long enough time to ensure a safe pack-in. The approach consisted of an of an unprecedented Pack-in (or Interim) Permit (a precursor to the Event Permit) being issued by Auckland Council, and an Early Access Licence being issued by Eke Panuku on behalf of Auckland Council.

The Early Access Licence aligned to the Licence to Occupy and covered specified activities in defined zones of the Race Village over the requested early pack-in timeframe of 2 November – 15 November. It also required ACE to comply with all obligations under the licence that were applicable, including Health and Safety, insurance and building works. Under the Early Access Licence, Council granted ACE limited access to specified areas of the Race Village to pack-in defined activities from 2 November 2020 until the commencement date of the Licence to Occupy (15 November 2020).



The Early Access Licence was subject to:

- The Pack-in Permit having been issued by Auckland Council.
- A *Handover Report* for each Zone to be occupied under this Early Access Licence, having been completed to Council's reasonable satisfaction.
- ACE having all insurance required under the Licence to Occupy in place.
- ACE providing to Council and Eke Panuku's Health and Safety Manager a copy of the approved health and safety plan of the Cup Village in so far as applicable to the Zones to be occupied under the Early Access Licence.
- ACE complying with all applicable obligations under the Licence to Occupy.
- All regulatory requirements including landowner and building consent exemptions being granted before construction.

The Pack-in Permit also detailed conditions of pack-in, including regular monitoring requirements by Eke Panuku and Auckland Council compliance to ensure that ACE was compliant with the Pack-in Permit conditions.

### **Cup Village footprint**

The Cup Village footprint was detailed in the HVA and based on discussions with the ACE management team at the time. The area utilised extended from Quay St entrance through to, and including, Silo Park and with a southern boundary in front of the North Wharf restaurants. ACE was responsible for activating the entire Race Village area. The Cup Village area was underutilised for the majority of the event period. This was likely due in part to lower than anticipated visitor numbers due to the COVID-19 border closures. The layout out of the village did not optimise space and despite the total village area not reaching capacity, there were capacity issues on high-demand days at the large screens.

The Cup Village was too large to activate over the entire event period, particularly in between events. Consideration could be given to excluding the Silo Park area from the village footprint for a future event, or it could be included only for the high-scenario days during the final days of the Match in order to provide additional crowd management capacity.

The Halsey Wharf extension housed the media and hospitality centres for the event. This was the responsibility of the Challenger of Record (COR), who engaged international events company AMG Event Services out of Spain.

COR/AMG advised Eke Panuku that ACE did not forward the information which had been provided to ACE about drilling or fixing into the wharf not being permitted. When this was finally relayed to the contractor four weeks prior to the proposed pack-in date, it led to a rushed resolution for permanent fixings being installed. The solution consisted of permanent fixings in the wharf in a grid pattern which will be mandatory for future events to use if fixings are required so as to avoid any further damage to the wharf. Formal guidelines for use of the waterfront spaces for events are being developed by Eke Panuku to avoid misunderstandings or misinterpretation for future events.

While the solution to fixing the structures to the wharf was agreed by Eke Panuku as it had a legacy benefit, it did come at significant cost to COR.

The Jellicoe St carpark was originally included in the Cup Village footprint in the HVA to house the International Broadcast Centre (IBC), but this was removed from the village footprint when the decision was made to move the IBC to the vacant Base F. Initially Eke Panuku had planned to close the carpark on high-scenario days, however over the Christmas Cup Eke Panuku trialed keeping the carpark open (as it was able to be accessed before 11am), which worked well, and continued that approach throughout the entire event period.

The carpark had reduced capacity over the event period with 13 parks dedicated for police vehicles and an additional 13 were designated as additional accessible parks. A portion of the carpark was also used for chilled containers which were used by North Wharf bars and restaurants.

### **Cup Village activation**

Cup Village activation was a responsibility of ACE over the event period. During HVA negotiations it was agreed that Eke Panuku would not activate inside the Cup Village over the event (in particular Silo Park and the regular Silo Park summer activation). However, the activation undertaken by ACE in the Cup Village was limited, in particular leading up the Match. This was particularly the case in the Silo Park area, where the only activation of note was Te Pua, delivered by Fresh Concept in partnership with mana whenua and funded by Auckland Unlimited.

It appeared that ACE did not fully understand the obligations that they had to manage the Cup Village area over the entire event period. This was particularly evident with New Year's Eve. On a non-AC36 event year Eke Panuku would activate the area to manage the crowd from a health and safety perspective. As New Year's Eve fell within the event period it was ACE's to manage. Auckland Unlimited ended up working with ACE on New Year's Eve celebrations and funding the activity.

### **Lessons learned and recommendations**

- Where possible for future events, the Jellicoe St carpark should remain operational, including for dedicated emergency service vehicles and additional accessible carparks.
- Using existing Eke Panuku suppliers for amenity servicing and provisioning worked very well and was the most cost effective and efficient solution. Having experienced suppliers meant that any issues were dealt with quickly and effectively. It is recommended that the use of existing suppliers for servicing and provision of amenities during event periods is mandatory. Not only is this the most efficient and effective approach, existing supplier contracts often have clauses in them in terms of notice periods or exclusivity. For future events, it is recommended that a benchmarking exercise for amenity provision is not included in future contracts.
- The Licence to Occupy aligned with relevant conditions in the HVA, and as the HVA was agreed before a significant amount of event planning detail was worked through, the licence was a good way of formally recording the agreements made subsequent to the HVA.
- It is recommended that in the future Event Deliverers liaise closely with the Eke Panuku Senior Technical Delivery Advisor on optimal Cup Village footprint and layout – in particular the location of the main stage and large viewing screens. The Cup Village was too large to activate over the entire event period, particularly in between events. It is recommended that consideration be given to excluding the Silo Park area from the village footprint for a future event or including Silo Park only on high-scenario days to provide additional crowd capacity.

- Careful consideration should be given in the future as to how Event Deliverers using Eke Panuku's event spaces and ensure they are programmed over the entire event period, particularly where the event spans New Year's Eve. It is recommended that Silo Park remain with Eke Panuku's business-as-usual Summer Programme unless there is a detailed and agreed activation plan provided by Event Deliverers.

### 5.3.2 On Site Operations Centre

The On Site Operations Centre (OSOC) was in the appropriate location to launch and operate the on-land deployment, particularly from a command perspective. All the decision-makers (ACE) were present, which facilitated inter-agency relationships and allowed real-time deployment decisions to be made.

During race days the OSOC was used primarily by the on-land Police team and on-land Police command. Maritime Police also used the facility as they kept Police uniforms at this location, but on race days were deployed on water for most of their shift.

The Maritime Police Unit also deployed from OSOC on non-race days as they were responsible for visibility in the America's Cup Village and walked the beat.

#### *Lessons learned and recommendations*

- Alcohol prevention issues created challenges due to three different zones with overlapping regulations. This became difficult to manage when spectators returned to land carrying alcohol. Recognition of these zones, and a shared approach to alcohol management within each zone, would make this more manageable for future events held on this site.
- The Event Deliverer (ACE) was responsible for Cup Village crowd counting. Its manual clicker, crowd-counting mechanism was inaccurate and could not be relied upon. The crowd monitoring system and sensors used by city operations was to follow the ebb and flow of people movement to and from the Cup Village. Whilst it could provide additional data, it was not a people counting mechanism for the event. A better system of crowd-counting assessment needs to be identified, agreed and tested in advance, for any future events.
- The Karanga Kiosk provided a vital public interface for Police, however the shared nature attracted complaints from other users. For events with significant footfall, such as AC36 had, a standalone kiosk space for Police use could be considered.
- The late fit-out of OSOC and the lack of access control to the facility resulted in Police not being able to outfit the premises with the required equipment to allow staff access to the full functionality of Police systems and they could not work as effectively as had been planned. Police used this area for briefings and meals and the opportunity for down time out of the sun and at times it was congested with staff crossovers and with more than 30 on-land staff working at any one time. Whilst not used to its full extent as planned, it was still required and on-site premises for the Police should be factored into the plans of future event delivery.
- Late information on the format and location of the Police Base within the OSOC from ACE created difficulties. This hampered getting fibre into the correct building and a lack of understanding in terms of security requirements for New Zealand Police. As Police needs are quite specific when operating away from existing Police facilities, it is recommended that events engage with the Police approximately six months ahead of delivery to ensure that any temporary on-site premises will be suitable for all parties.

### 5.3.3 Waterfront integration

**Lead agency:** *Eke Panuku*

**Supporting agencies:** *Auckland Council (Infrastructure and Environment and Legal)*

Eke Panuku was responsible for negotiations with Wynyard Quarter tenants and leaseholders to make way for WEA infrastructure works and the event.

This was a significant programme of work which commenced in early 2019. Some arrangements are complete and others require ongoing management until their respective termination dates.

The work encompassed the following negotiations regarding agreements to relocate:

- ASB car parking – this relocation was required early on to enable the first stage of construction for WEA. Alternative parking provision was found for the remainder of the ASB car parking lease through to 2023.
- SeaLink Ferry – this relocation was required to enable construction works on the Wynyard Wharf and water space. Under negotiation, the ferry service operations were moved from North Wharf, to a new home on Wynyard Wharf East.
- *William C Daldy* was a heritage vessel that was berthed at Hobson Wharf. The vessel was moved temporarily to Princes Wharf and has subsequently been permanently relocated to Devonport Wharf.
- Under a mediated agreement with Auckland Seaplane Ltd, the operator was moved temporarily from Wynyard Wharf to North Wharf. The operator has subsequently been compensated to relocate from Wynyard Quarter on a permanent basis.
- Sanford fishing fleet moved from Halsey Wharf Western edge. The fleet was initially deployed to Whangārei, then returned to the North Eastern edge of Wynyard Wharf.
- Auckland Fishing Port Ltd (AFPL) / Moana Fisheries moved from the Halsey Wharf Extension Outer Viaduct to the North Eastern edge of Wynyard Wharf for the event period.

Tenants were either financially compensated or Auckland Council contributed to capital works to accommodate their new locations.

#### Outcomes

Some of the waterfront integration outcomes from AC36 were:

- The creation of an open flexible water space for future events where, other than the fishing Fleets, no tenants will need to be moved.
- Legacy tenancy contracts were tidied up, reflecting the new nature and shape of the Wynyard Quarter.
- The new location for SeaLink has been very successful. The provision for this use on Wynyard West also contributes to the marine precinct in the Wynyard Quarter.
- Decommissioning of the New Zealand Maritime Museum's Raupaki crane, which has previously acted as a breakwater along the northern side of Hobson Wharf.
- A new permanent home in Devonport for the 100-year-old heritage vessel *William C Daldy*.

### 5.3.4 Place ready works

**Lead agency:** *Eke Panuku*

**Supporting agencies:** *Auckland Council (Heritage), ACE*

Eke Panuku had specific obligations under the 36th America's Cup Host Venue Agreement (HVA) to provide a level of amenities to a standard reasonably expected of a major international sporting event.

Eke Panuku's Event-Ready business case identified three areas for upgrade:

1. upgrade of four toilet blocks – Karanga Plaza, Bascule Bridge, Silo 6 and Silo Playground
2. extension of Ultra Fast Broadband (UFB) to the America's Cup Village
3. extension of CCTV in Wynyard Quarter to the Cup Village (land and water).

#### **Toilet blocks**

Three toilet blocks in the Wynyard Quarter, Karanga Plaza, Silo Park and Playground, installed in 2011 prior to the Rugby World Cup, were upgraded. The new toilet blocks were provided by Exeloo and are more robust and suited to larger visitor volumes. They are triple blocks with one accessible toilet and are customisable in terms of external look and feel. The Eke Panuku design and placemaking teams were part of the process to ensure that the toilets fit with the existing design ethos of the Wynyard Quarter.

The five-cubicle Bascule Bridge toilet block, located on the Eastern Viaduct, required remedial works. The Eke Panuku design and placemaking teams were part of the process as was the Auckland Council heritage team as the toilet block is a heritage building. Works included external painting, interior refit and improved accessibility access.

As a result of the works, there has been a decrease in the number of hours the toilets are out of commission due to maintenance requirements, and a decrease in maintenance costs.

#### **UFB**

ACE was responsible for extending the UFB network to the bases and through the Cup Village. Eke Panuku worked closely with ACE and its service providers on the layout of the new network. The majority of the UFB infrastructure was left in situ for future events except for some sections which were installed above ground.

#### **CCTV**

CCTV was required for the Cup Village to support the delivery of a safe and secure event. The existing CCTV network in Wynyard Quarter was limited to the wharf areas and selected areas of the Wynyard Quarter and did not cover the new areas of development within the race village.

The CCTV network was extended to Hobson Wharf, Wynyard Basin Superyacht Berths, Silo Park extension and the team bases along Hamer Street and these areas were provided with approximately 80 cameras. In addition, there were improvements to the stability, access and management of the CCTV network. The Safer Cities Convergence platform was used to allow the Police and Event Deliverers to access the live CCTV data for safety and crowd-control purposes.

As a result of the work there has been a decrease in technical issues and downtime, and an increase in coverage of the area.



### Lessons learned and recommendations

- Installation of extended CCTV network – while the network was functional for the event and delivered within budget, and the technology was sound and worked well with Safer Cities, the network should be extended to cover areas south of Jellicoe St. This is planned within Eke Panuku capital works. While the camera coverage was functional, for future events in these places the camera angle positioning should be reviewed.
- Extension of UFB network – the extension of the network was undertaken by ACE in conjunction with partner Spark. The network worked well and has a legacy component to it for the Wynyard Quarter and future events. The majority of the network has been left in place for future events, with some remedial work to be undertaken by Eke Panuku to complete the network at an acceptable standard. For future events, UFB/fibre works undertaken by a third party should be installed for longevity.

#### 5.3.5 Superyachts

**Lead agency:** *Eke Panuku*

**Supporting agencies:** *ETNZ, ACE, MBIE*

Eke Panuku owns and operates several water space areas including the marinas and berths in the Auckland waterfront area. Part of the WEA project included the upgrade to some of the existing berths as well as additional infrastructure to support an increased number of superyachts expected during AC36 and in future summer seasons (see Section 2.3.7).

Under the HVA, ETNZ had a responsibility to deliver a Superyacht Programme in connection with AC36. ETNZ, ACE and Eke Panuku entered into a Superyacht Programme Agreement (executed 5 April 2019) which detailed the respective rights and responsibilities of each party, along with the revenue share.

This project was responsible for:

- the delivery of the Superyacht Programme for AC36 based in the Viaduct and Silo Marinas
- showcasing Tāmaki Makaurau Auckland and Aotearoa New Zealand as maritime destinations
- showcasing the Viaduct and Silo Marinas as world-class marinas.

Under the terms of the Agreement the Eke Panuku-managed Silo and Viaduct Marinas were to be used to house the Superyacht Programme. Eke Panuku remained responsible for leasing and managing the berths over the Management Term of the agreement (1 October 2020 to 31 March 2021), with ETNZ having the right of refusal on boats expected during the period. Eke Panuku, ETNZ and the Crown were to agree a process for allocating the berths, taking into account the needs of the competing Challengers and the Crown's interest in attracting investors to New Zealand. Fees were set by mutual agreement between Eke Panuku and ETNZ at a level considered to be reasonable to international superyachts but not excessive by international standards.

The decision-making criteria for selecting vessels which was agreed between parties was based on the following criteria:

- Logistics – matching vessels with berth sizes available in the new infrastructure provided.
- Length of stay requested – requests for longer bookings taking precedence over shorter-term requests (eg six months, versus two weeks).

- Having a full marina when the AC36 was occurring and alignment with current marina terms of conditions which do not allow for sub-leasing
- Existing berth holders, and those that return every season from offshore, who are regular Viaduct and Silo Park Marina customers.

An international Expression of Interest (EOI) for superyacht berthage was released in June 2019 and closed in September 2019 with the full quota of 72 berths allocated to a mix of international and local vessels. Ten of the existing marina berth holders opted to remain over the event period. Of the 72 berths, ETNZ was allocated five berths for no berthage fees as part of the agreement. There was also a waiting list for those who were unsuccessful at the time.

A total of six J Class were confirmed to participate in the New Zealand Millennium Cup Superyacht Regatta, the RNZYS Superyacht Regatta and the J Class Exhibition Race between January and March 2021. The yachts were to be based in the Viaduct Marina (included in the overall booking numbers above). However, an early casualty of COVID-19, on 23 April 2020 the J Class Association made public its decision that there wouldn't be racing in Aotearoa New Zealand during the America's Cup season.

## COVID-19

New Zealand's COVID-19 border restrictions had a significant impact on the Superyacht Programme, and industry expectations. By mid-2020 it was clear that very few international vessels would make their way to Aotearoa New Zealand for the event. Border restrictions that were introduced meant that only international vessels which met a spend threshold for refit were granted entry.

Eke Panuku developed a mitigation strategy which was agreed by all parties to the Superyacht Agreement. The mitigation aimed to achieve a balance between revenue, long-term reputation and relationships for the marinas, and a full marina during the event period. The mitigation consisted of an alternative berthage pricing model with local and visitor rates.

Internationally, a separate marina berthage rate for visiting vessels is an accepted practice during large-scale events. The option enabled an attraction and retention campaign of local vessels to fill the marinas with local vessels and protect long-term reputation and relationships and was made quickly in order to be able to maximise the opportunity with local vessels.

The outcome of the two-tiered pricing system was that approximately 25 boats were berthed during the event period from overseas, some of which were those granted exemptions due to the refit work they did in New Zealand, and others of which were already here prior to AC36 commencing.

In the end, ETNZ and Eke Panuku worked together to manage a Superyacht Programme which had a total of 77 berths available during AC36 and which were all occupied by the time the Match took place in March 2021.

## Outcomes

- 77 vessels were housed in Eke Panuku's Silo and Viaduct Marinas as part of the AC36 Superyacht Programme over the event period. Of these 52 were considered local vessels and 25 international. Eke Panuku managed the bookings and the berths over the event period, using existing marina suppliers.
- Revenue was approximately 50% of what had been projected in the initial business case, prior to COVID-19.

### *Lessons learned and recommendations*

- With New Zealand borders closed due to COVID-19, and limited numbers of international vessels able to enter the country, there was going to be a significant reduction of international vessels, a related reduction of revenue return, and potential long-term reputational damage with both local and overseas customers. Eke Panuku's mitigation strategy was agreed by all parties to the Superyacht Agreement. The refreshed approach aimed to achieve a balance between revenue, long-term reputation and relationships for the marinas, and a full marina over the event period. The primary mitigation consisted of an alternative berthage pricing model with local and visitor rates. One benefit of the revised pricing strategy was that local vessels were able to afford to remain in the marina over the event period. This was a positive benefit for long-term relationships with berth holders. For any future events the ability to allow a local rate could be considered.
- Having experts who are familiar with the marina operations managing the navigation services worked well and it is recommended that this is the approach for future events.
- ACE had responsibility under the Superyacht Agreement to provide management services to assist with the operation of the Superyacht Programme (such as interacting and communicating with berth holders, facilitating berth-holders' experiences) but this was not undertaken, as it was deemed unnecessary, given the majority of vessels that berth in the marinas were either locals, long-term berth holders or had agents that fulfil this role. The key relationship with the vessels was via Eke Panuku's marina team and it is recommended that this is the approach taken with future events.
- ACE had a responsibility under the Superyacht Agreement to procure a Third-Party Logistics (3PL) supplier to provision berth holders over the management period, with an exclusive licence to the berth holders. Instead, ACE operations staff performed this. ACE's decision to not engage a third-party supplier was partially driven by the change in ACE management and by the greater number of local and smaller vessels in the marina due to border closures. Overall 3PL logistics were underestimated and will need to be ramped up for future maritime events.
- ETNZ and Eke Panuku were to facilitate Z Energy, an exclusive supplier to ETNZ, as the exclusive supplier of fuel (petrol and diesel) to Challenging teams and berth holders. ETNZ and Eke Panuku both agreed not to pursue or enforce this requirement as it was impractical to enforce. Refuelling of superyachts was undertaken either at Pier Y in Westhaven, or in situ at the berth. Careful consideration should be given as to the practicality and enforceability of any exclusive supplier conditions for future maritime events.
- There was a requirement for superyacht container storage, with approximately 30 x 40ft containers originally expected. These have certain requirements around accessibility and security. With the decrease in international vessels this number decreased to six. Provision should be made proximate to the Cup Village to store superyacht containers.

## 5.4 On water

**Lead agency:** ACE

**Supporting agencies:** *New Zealand Police, Auckland Transport (Harbourmaster and AT Metro), Maritime New Zealand, Ports of Auckland, Coastguard*

ACE was responsible for on-water operations through the development and implementation of an On Water Operations Plan that would ensure safe delivery of the on-water component of the event including spectator management.

The On Water Operations Plan identified:

- race course areas
- the process for the selection of the racecourse on race days
- the On Water Operations Centre (OWOC)
- on-water assets (marshal vessels)
- Marshal selection and training
- electronic communication systems
- Permit area
- on-water spectator communications.

The New Zealand Police had responsibility to ensure the event provided for the safety of the public on-water as well as on-land (which encompassed the teams as well as spectators).

The Harbourmaster had statutory duties under the Maritime Transport Act. The Harbourmaster had involvement in and oversaw on-water planning (by ACE) to ensure what was planned (management of race boundary, safety, marshals, movement of spectators to and from event) was delivered. Maritime NZ, as the national maritime regulator, is responsible for safe, secure and clean internal waters, acts in a co-regulatory partnership with the Harbourmaster. While the Harbourmaster is responsible for activity undertaken in their general area, Maritime NZ is responsible for regulation, certification and enforcement of commercial ships.

As such, NZ Police, Maritime New Zealand and the Harbourmaster were required to be assured that ACE's plans for, and the operation on, race days was provided safely and securely.

Coordination across agencies in the planning and lead-up period was formally through the *On Water Working Group* (OWWG) which in the immediate lead up to racing met weekly. The OWWG also continued to meet during racing in the period between each of the three events. Maritime NZ, as the national maritime regulator under both the Maritime Transport Act 2004 and the Health and Safety at Work Act 2015, was not invited to participate in the group in its early stages. This meant that Maritime NZ had limited line of sight of decisions, risks and issues at a time the organisation could have added value to the process and properly supported the Harbourmaster.

In early 2020, ACE's lack of progress in planning for on-water operations was one of the few aspects of the event planning that was escalated through to the event governance table.

While there were differing views between stakeholders, safety was the top priority for all parties. Had there been any serious misgivings (such as by Maritime NZ) as to whether the on-water portion of the event could be delivered safely, action would have commenced with a view to

stopping the event from going ahead. The health and safety regulators provided significant support to ensure they were satisfied the systems were in place to deliver a safe event.

At event time, on-water required a considerable amount of additional planning and resourcing over the three-month event period. For example, across the number and deployment of course marshals; less on-water assets were used than advised in the On Water Operations Plan (as discussed further in Section 5.4.1); course selection was amended the day of racing (including the introduction mid-event of a hybrid course option which required an efficient race day solution (as discussed in Section 5.4.2) and insufficient on water spectator communications from ACWS/Christmas Cup needed remedying.

Following the December racing, the changes ACE made to assist with communication to on-water spectators included the addition of communications support on the OWOC to support the On Water Operations Manager and a live GPS-viewing platform was introduced which meant boats could see where they were in relation to the course boundaries. These were all positive additions to support on-water delivery.

The On Water Operations Plan was delivered safely with no serious harm injury reports. There were a number of components contained within this plan (on which the permit was issued) which did not eventuate during the event, such as the decreased number of marshal vessels and the functions of those some of those vessels (eg protection of marker buoys instead of on water spectator management). When ACE made operational amendments to the Plan it would have been helpful for an addendum to be issued outlining these changes to ensure all parties had a common understanding of the operations.

Positive aspects of delivery, which helped to mitigate ACE's reduced delivery of its On Water Operations Plan, was the significant communications campaign for on-water spectators (which included agencies such as Auckland Transport and Maritime NZ) and the significant safety campaign undertaken by Maritime NZ on boat ramps, wharves and marinas, engaging with boaties about on-water safety on their way out to watch the races.

#### **5.4.1 Course marshals and marshal boats**

The number of marshal boats and the role played by marshals was problematic throughout the event. Agencies such as Police and the Harbourmaster picked up additional roles to assist with the safe delivery of the event.

The On Water Operations Plan<sup>27</sup> included in the documentation on which the Event Permit was issued provided for a total 32 vessels excluding the OWOC that were made up of:

- 22 Course Marshall boats – includes four Coastguard vessels for Course Marshal /Transit and Medical
- these were to be 17 Protectors and one Rayglass – plus four Coast Guard boats
- 10 Sea Cleaners – all Alloy Pontoon (for Course Marshal/Boundary).

According to the Harbourmaster at the post-event debrief (22 December 2020) for ACWS/Christmas Race there was a total of only 10 marshal boats and zero Sea Cleaners deployed, considerably less than outlined above.

<sup>27</sup> Event On Water Operations Plan, Rev F, America's Cup Event Ltd, November 2020.



By March and the Match races, the number of actual on-water assets that were delivered was 21. In order to minimise the risk to public safety arising from this reduced number, on most days Police and the Harbourmaster continued to deploy their vessels to achieve the operational requirements. The use of some of the available marshal boats exclusively to tow the race marks exacerbated this, as was raised with ACE by the Harbourmaster.

The role of the marshals and the execution of their duties was also problematic. Marshals were predominantly volunteers and despite receiving training and being warranted as Enforcement Officers by Auckland Council under 200B of the Maritime Transport Act for the duration of the event, they tended to be ineffective in dealing with non-compliance by the spectator fleet, such as when the fleet was being moved into position prior to racing and post racing when the fleet was returning to the city and compliance of the 5-knot restriction.

This was also evident when Course A was in use, as Course A contained a cable zone which was required to be kept clear at all times, with no anchoring. This role should have been patrolled by marshals but the Harbourmaster team and/or Police ended up actively 'policing' the perimeter of Course A and the cable zone.

The Harbourmaster and Police's role did not extend to 'policing' the dedicated VIP areas within the spectator zones. This position was made clear to ACE prior to the event.

Police on-water assets also dealt with non-compliance but there was an operational expectation and agreement as part of event planning that Course Marshals were the first interaction with the public if they were nearby. Police did end up having to move into a functional course marshal role, which was beyond their remit, as well, as was evident on most days when Police worked with the spectator fleet, cable zones and repositioned around the course post racing for the fleets' move back to the city.

One further point of note in respect of on-water operations is that the deployment of people on the OWOC changed as the event progressed. The inclusion of additional ACE resource to assist with communication with the spectator fleet following the racing in December was beneficial, but not so the inclusion of guests on board during the Match races in March. This led to the platform becoming unsuitable to operate as a command centre and if a significant response had been required it would have been challenging to manage it under those circumstances.

Also of note was the size of the on-water spectator fleet was impacted by the absence of the usual number of visiting international boats as a result of COVID-19 border restrictions.

#### **5.4.2 Course selection and hybrid courses**

Under the Maritime Transport Act 1994 a permit was granted for the five races Courses (A to E) and these were identified in the On Water Operations Plan along with the expected days and hours of use, including a 'no-later-than' race start to enable the race to conclude and the race boats and spectator fleet to return to base in daylight hours.

The On Water Operations Plan identified that a call on the provisional course in use would be made by the Race Director at 1800 the day prior to each race and confirmed at 1000 on the day of the race. No provision was made for course changes to be made after the course confirmation at 1000 hours as ACE had advised in the planning stages that this would not occur.

Shipping and ferry movements were planned around the provisions in the Permit and the On Water Operations Plan, as were on land services such as transport.

However, once racing started ACE advised that the process it had designed lacked sufficient flexibility in the Auckland weather conditions and placed unreasonable restrictions on the Race Director to alter the proposed course in use or course geometry as wind conditions developed. During races in December, the conditions experienced resulted in the Race Director determining that either a hybrid course (such as a B / C configuration) or a change of course was required in order to effect fair racing – including the ability to complete a race in the 45 minutes required.

As well as the logistics of communicating such a course change to the on-water spectator fleet (which directly resulted in the need for increased communications personnel and resources – such as the Live GPS viewing platform on board OWOC), decisions on the race course for each day also had a material impact on the on-land services, especially of Auckland Transport and sometimes for Police.

It also impacted the advice to the public about where best to watch from on land (and the servicing of viewing areas) which had been issued in response to the course confirmation at 1000 hours. For example, a switch from Course C to Course A after Course C had been confirmed required city security to be redeployed from Maungauika / North Head to Kennedy Point and the activations being undertaken at Maungauika by the Tūpuna Maunga Authority were suddenly devoid of participants as on-land spectators moved to the where they could see the action on Course A.

It was the absence of a pre-considered process for this eventuality that created difficulties, not because it was not recognised as being needed from a race perspective – and it was suboptimal for many parties that the first time such a change was needed was only once the boats were on the water.

In response, a *Course Change Group* was set up effective as of January racing to ensure there was an efficient process to cascade a course change decision made by the Race Director to all affected and impacted parties. A further refinement of the processes established for the *Course Change Group* would be to include it as a variation within ACE's On Water Operations Plan so that all parties had common understanding of how it would operate.

### *Lessons learned and recommendations*

- While the OWOC was initially deployed as planned, as the event progressed through to the Match final, more guests were on board. This led to the platform becoming unsuitable to operate as a command centre and if a significant response was required it would have been challenging to manage it under those circumstances. Future maritime events should ensure that any on water operations centres or OWOCs satisfy the requirements of a multi-agency command platform, and that they are kept separate from any hosting activities.
- Updates should be made to the On Water Operations Plan to reflect the changes as the on-water operations develop and evolve.
- The *On Water Working Group* was a useful forum for this event, and could be replicated for future maritime events, but it does need to be resourced with the right people from the outset.
- Direct communication between the OWOC and the various racing Syndicates and the Race Director was highlighted as lacking during the capsize of American Magic's boat *Patriot*. This led to undue risk to Syndicates and unclear roles and responsibilities for the search and rescue aspect. Lessons from this were well captured at the time and communications improved following the incident; this should be considered by future maritime events.

- Police personnel experienced course information delays that hindered deployment decisions. A more direct communication with the Race Director would assist with this for future maritime events.
- The designated 'VIP and hospitality' zones within the spectator boundary caused confusion to some spectators, making the zone difficult to manage. Police would not recommend having designated VIP and hospitality zones for future maritime events, unless there is a clearer method of communicating with all spectators and marshalling.
- The digital display used to monitor the course and assets was only available to ACE personnel at the beginning of the event. This was improved during the Prada Cup so that all Course Marshal, Harbourmaster, Police, Coastguard assets could be seen on-screen. It was improved further during the Match as all agency vessels were colour-coded. Syndicate vessels were not visible due to commercial and race sensitivity and the digital display was unable to be viewed in bright sunlight. Regardless, the display was a useful tool for all supporting parties on the water and should be built into on-water management plans for future maritime events.
- There were difficulties with both commercial and Syndicate vessels not adhering to expectations around the spectator fleet, around speed in particular. The 5-knot speed restriction is endorsed and is recommended for future events.
- Communication with the spectator fleet had some challenges and these are noted below for consideration by future maritime events:
  - The VHF CH #4 was only implemented from the Prada Cup. It had limited range and reception and was generally intermittent and poor.
  - The text-alert system relied on subscription and had a cost to ACE organisers and it was only used sparingly.
  - The website was useful however it was often not updated or accurate. This caused confusion for on-water spectators who believed they were being compliant, until they were challenged by Course Marshals or Police. The website assumed that the public would subscribe, access and be aware of all the information.
  - Radio and TV communications were under-utilised. PJ Montgomery was used occasionally to good effect.
  - Small vessels (jet-ski, kayaks, windsurfers etc) may not be able to access these channels of information or communication.
  - VHF channel #16 (Coastguard) was relied on too often and became congested. This could be a risk in the event of a significant emergency.
  - Communication management improved after the Christmas Cup, with a dedicated media person deployed to OWOC from ACE. This avoided the ACE on-water coordinator trying to manage too many tasks, however it did not manage to address all the issues.
- The decision to re-deploy OWOC personnel to the ETNZ balcony on the final race day caused a great deal of operational difficulties, due to the presence of members of the public and no operating base to work from. This demonstrates the need for clearly defined operational command platforms and zones for future events.
- Daily briefings and de-briefings from the OWOC should be well structured, identifying the solutions to problems that could be reasonably be foreseen before they occurred. Scenario testing in advance for on-water incidents may assist with this.

- Additional pre-event, on-water training for OWOC personnel for future maritime events should consider:
  - familiarity with vessel and equipment
  - improved readiness testing
  - the use of the Coordinated Incident Management System (CIMS) model
  - non-operational staff operating in command positions
  - course marshal skippers requiring low-light qualifications.
- Training for how to deal with conflict with spectator vessels should be built into training for course marshal crews, particularly for events that are taking place on weekends or public holiday periods when on-water spectators are less likely to be familiar with the marine environment.
- Further course marshal vessels were required for most on-water situations. This would have been particularly important if additional overseas vessels, visitors and superyachts were present. Specific examples of why additional course marshal vessels were required, and would be needed in future, include:
  - Changes to the course boundary took longer than necessary and delayed racing.
  - A complete course change during the ACWS/Christmas Cup required Police and Harbourmaster to assist. This was repeated on a further day of racing.
  - Course marshal vessels being used for other purposes such as asset protection (buoys) and unavailable for their primary role, ie spectator management.

## 5.5 Host City Operations

Event planning for Host City operations for the 36th America's Cup (AC36) was led by Auckland Unlimited (formerly ATEED) on behalf of the Hosts (Crown and Council).

These functions were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21.

### 5.5.1 Interface with the Event Deliverer

#### **Cup Village access**

In line with usual practice, ACE as the Event Deliverer, was responsible for its venue (the America's Cup Village), the immediate perimeter of its venue and the access to gates leading into its venue. ACE was responsible for managing people's safety on arrival and departure in the immediate perimeter and through the entry points to the Cup Village.

This requirement was regularly raised with ACE by Host City Operations and NZ Police at the *C4/Security/Crowd Management Working Group*, but it did not always result in ACE taking responsibility for managing the Cup Village perimeter and access ways, with the result that this was left largely to Host City Operations to manage as part of the Last Mile.

As there were reduced crowds in the city as a result of having fewer international visitors, having Host City Operations assist with the management of the Cup Village perimeter worked for most of the time. However, on the final Match night, in particular, ACE closed the gates without fulfilling their obligation to manage the crowd outside of their gates, as part of managing access to the venue.

## Coordination forums

Auckland Unlimited's AC36 Project Team, along with functional areas and multi-agency working groups, were the primary mechanisms through which ACE was to share information around event delivery and operations to enable other parties to continue with their budgeting and planning to fulfil Host City obligations and support the event.

Coordination across stakeholders and delivery partners for the overall event is usually the Event Deliverer's responsibility. The mechanism was initially referred to in the HVA as the *Inter-agency Steering Group* (IASG). However, the actual format through which this took place was by key working groups: *On Land, On Water/Air, C4/Security/Crowd Management, CME* (Communications, Marketing and Engagement) and *Leverage and Legacy*. These groups were set up to meet monthly once the HVA was signed in April 2019.

The efficacy of the working groups was largely dependent on the progress updates provided by ACE (also representing COR), to enable working group members to inform their organisations and agencies and further progress their own planning. However, the information and progress updates received from ACE were very limited for many months. There was also a lack of clarity around what COR's position or update was, given they were not direct attendees at these working groups (despite this being frequently requested by Hosts).

Concern around ACE's lack of detail and progress updates, capacity and communication was an ongoing issue for the Hosts and agencies and was regularly raised with ACE.

Information for planning and permit application documents from ACE was regularly lacking in detail, including how ACE would implement their plans, which had a flow-on effect in terms of decision-making. The continual reviewing of the same or similar documentation meant that feedback was often repeated because it had not been taken on board in the first iterations, which was inefficient and delayed progress.

The subsequent interruptions caused by COVID-19 compounded these concerns. Eventually, the operational issues were formally escalated through the agreed contractual mechanisms, which saw ACE increase its focus on those issues and resolution continue via the existing event channels.

After Hosts had raised operational readiness concerns over a period of time, ACE secured new personnel from August 2020, which significantly improved the situation. But given the missed deadlines and the fact a major event was due for launch within a few months, it required a substantial effort on the part of Crown and Council agencies to go above what they would normally do for a major event to ensure the event would go ahead.

The AC36 project team and colleagues from Eke Panuku, Auckland Council, MBIE and other Crown agencies focused on ensuring the new ACE personnel understood the state of pre-event planning and preparations, and the work and resource capability that was still outstanding from them as the Event Deliverer. The extent of the collaboration and support provided by Host personnel to ACE (and COR) over an intensive few months, to provide ACE with an Event Permit to green-light pack-in and event delivery cannot be underestimated.

This culminated in the unprecedented solution of an interim Event Permit so that progress could continue while ACE completed its permit obligations. This solution had never been offered to an event before, and enabled ACE and COR to begin the Cup Village pack-in earlier than agreed in the HVA to ensure the event would not be compromised.



### Lessons learned and recommendations

- The structure and design of future events should aim for a seamless integration between the venue and the wider city.
- A direct line between COR, Hosts and the City would have been helpful, as not having access to COR for event operations delivery until late in the pre-event period was challenging as the lack of clarity on authority and jurisdiction led to delays. For future events, it is important to have clearly defined roles and responsibilities for operational delivery for all parties.

#### 5.5.2 Event operations

**Lead agency:** *Auckland Unlimited, AC36 Project Team*

**Supporting agencies:** *Auckland Transport (including AT Metro), Auckland Council, Eke Panuku, NZ Police, FENZ, Maritime NZ, AEM, Ministry of Health, St John, security provider (Red Badge), crowd management (Foamhand)*

The Host City event operations function had a dual responsibility, firstly for coordinating and integrating all other operations within the Host City for AC36 outside of ACE's remit. This involved coordinating operational efforts across Auckland Unlimited, Auckland Council, Auckland Transport and Eke Panuku, in support of the delivery of the AC36 event alongside the Event Deliverer ACE and working alongside external stakeholders and agencies such as New Zealand Police, St John and FENZ (including through workstreams).

How this operational coordination took place on race days when the MEOC was operating is described in the Section 5.5.3.

Secondly, the event operations function was responsible for supporting operational delivery of the city's own event-time programme of city activations and public viewing areas, as described in Section 5.6.

The setup of an AC36 Project team office and Hosts' operations hub in the centrally located Major Events Operations Centre (MEOC) on Queens Wharf worked well. The co-location with functions such as the city activations and festival programme, Communication, Marketing and Engagement (CME) and the PMO in the northern-end office from September 2020 throughout the event period created working practice efficiencies and meant that information sharing and decision-making was expedited and integrated.

The use of the operations hub by CCOs and agency event partners established a collaborative working environment which transitioned well into race-day operations.

The benefits experienced of having a shared operational hub could have taken place earlier in the planning process.

Key deliverables were:

- event-operations logistics, such as CCTV installation, event-time communications (radios), catering and IT
- office-relocation logistics – the Major Events Operations Centre (MEOC), which also operated as the Hosts' operations hub and AC36 project team workspace from September 2020
- fixtures, furniture and equipment (FF&E) for the MEOC office workspace

- back-of-house functions such as project management and managing the event operations budget
- water stations for Workforce Hub and support to volunteers' programme
- support to all Host functional areas, particularly C4, Security and Crowd Management
- managing and delivering a successful MEOC operation during event-time, including liaising with the OSOC and the ATOC
- water safety on Princes and Queens Wharves (public wharves outside the Cup Village and water space managed by ACE)
- crowd-contingency information and venue (Queen Wharf) for activation when the Cup Village was full.

### *Lessons learned and recommendations*

- Establishing a centrally located operational hub for event partners for the planning and delivery stages of the event which can morph into a MEOC at event time should be undertaken for future major events of significant scale and duration.

### 5.5.3 Major Events Operations Centre (MEOC)

**Lead agency:** *Auckland Unlimited, AC36 Project Team*

**Supporting agencies:** *Auckland Transport (including AT Metro), Auckland Council (IT, catering and compliance), Eke Panuku, NZ Police, FENZ, Maritime NZ, Auckland Emergency Management (AEM), Ministry of Health, St John, security provider (Red Badge), crowd management (Foamhand), Blerter*

**Figure 7: MEOC in operation on a race day**



The MEOC was located at 85 Quay Street, Pier One, Ferry Terminal, Level Two, Queens Wharf, Auckland Central, 1010.

The purpose of the MEOC was to set up a centrally located operations centre for the Host City to support the AC36 Event Deliverer (ACE) and to manage the smooth operation of the Last Mile, the city centre and wider region along with the Summervilla Festival activations throughout the four-month event period. It was responsible for all AC36-related activity outside of the America's Cup Village (under ACE's control through OSOC) and on-water racing (under OWOC control). MEOC was also connected to the Auckland Transport Operations Centre (ATOC) on race days through the Liaison Officer.

Key stakeholders and emergency services were based out of the MEOC on race days. The OSOC operated in the Cup Village on all days the village was open, including the days when Auckland was at COVID-19 Alert Levels 2 and 3 in February and March. This was because the village was also a public thoroughfare for residents and businesses between the downtown CBD and Wynyard Quarter. The decision to operate MEOC only on race days was because the city precincts around the Cup Village were not activated nor expected to experience significantly more activity than usual on non-race days.

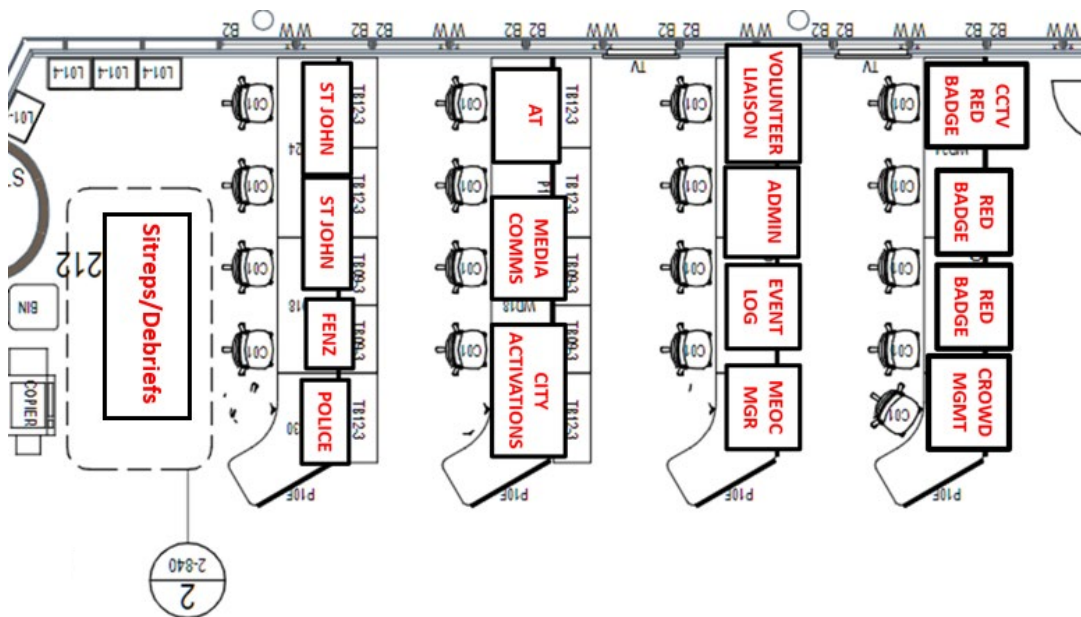
On race days, the MEOC was under the control of the MEOC manager, whose duties included managing the hourly SITREPS and hot debrief, runsheets, end-of-day reports and being the main point-of-contact for the OSOC as well as Host City Operations personnel on the ground.

The MEOC focused on the communication and coordination of the city-wide services and resources provided by Auckland Council organisations, key agencies and event stakeholders in support of the event and acted as a channel of information to and from the On Site Operations Centre (OSOC) based in the Cup Village. Decision-making by key agencies in the MEOC was achieved through shared situational awareness by the Command, Control, Coordination and Communication (C4) platform (see Section 6).

The MEOC race-day operational area seated 17 people, all of whom required accreditation access into the building on race days. The AC36 Senior Project Manager, PMO and Hosts' Duty Officer were also on-site, seated outside the operating MEOC area.

Personnel in the MEOC on race days were: MEOC Manager, MEOC Coordinator, MEOC Logger, Activations Manager, Marketing & Communications Manager and Marketing Communications Advisor, Crowd Management Manager, Security Manager, security provider (Red Badge), City Skippers' Volunteer Liaison, Auckland Transport Liaison Officer, Police Liaison Officer, FENZ Liaison Officer, St John Liaison Officer, Stakeholder Engagement Manager.

**Figure 8: MEOC seating plan**



St John also had medical cover out on the Last Mile in Quay and lower Fanshaw Streets leading into the Cup Village.

The MEOC also had two extra rooms, including the Incident Management Team (IMT) room, which were to be used by the IMT for incident and crisis management.

With the continued prevalence of COVID-19, additional measures were taken to ensure MEOC operated as a work-place bubble, with strict sign-in protocol on entry for all personnel, use of the COVID-19 tracer app, socially distanced seating and the availability of sanitiser and regular cleaning of all surfaces.

The AC36 project team in MEOC had back-up personnel to operate as separate teams should this be required, and in the event of an outbreak of community transmission involving the MEOC, an alternate MEOC back-up space was located at the Auckland Unlimited office in Victoria Street.

When Auckland was at Alert Level 2, only essential personnel were on-site in the MEOC on race days – for example:

- the Activations' Lead was not rostered on as activations were canceled under Alert Level 2
- volunteers and most security were stood down, as activations in the Last Mile were cancelled.



Feedback from the Crown perspective was that there was a good mix of services within the MEOC, including, FENZ, St John, Security and Auckland Transport. Communication from within the MEOC was well received and made easy with hourly or two-hourly SITREPs and a post-racing hot debrief. Police Liaison Officers were welcomed and provided with a positive working environment. Having a Police member in the MEOC also provided reassurance for Auckland Unlimited and their activations within the Last Mile.

**Figure 9: MEOC set up on race day under Alert Level 2 protocols, with end-wall CCTV screens**



A snapshot of the MEOC operating rhythm on race days was:

- Furniture, IT equipment for the MEOC workspace.
- Close Circuit Television (CCTV) cameras and connectivity set up and race-day support, including the Auckland Transport Dashboard.<sup>28</sup>
- Radio Transmission (RTs) for communication with on staff on the ground.
- Blerter for event-time incident management and communication IT connectivity and race day on-site support.
- Landline phones installed in the MEOC for the event period.
- Vehicle Accreditation Passes (VAPs) for race day parking for MEOC staff on Queens Wharf.
- Staff rosters including LOs (Liaison Officers).
- Runsheets were generated by the MEOC manager for each race day.
- Daily briefing at noon on race days, followed by hourly SITREPS and a hot debrief including liaison with the OSOC.
- End-of-day reporting with input from all agencies represented in the MEOC.
- Catering for staff working in the MEOC on race days.
- MEOC Operations Plan and hard copy documents supporting the event, such as ACE's on-land and on-water management plans.

<sup>28</sup> The AT Dashboard is a real-time crowd intelligence system, based on information from Wifi sensors and cameras showing the number of patrons going in and out of the Cup Village.



- Maps of city and wider Auckland, including Cup Village zones and city zones in the Cup Village precinct, race courses and key viewing areas.
- Incident Management Team room using CIMS (Coordinated Incident Management System) structure.
- Alternate MEOC back-up space (Auckland Unlimited offices, Victoria Street).
- Lifeguards on-water patrol for Queens and Princes Wharves.
- The MEOC was in operation on all race days for a total of 21 days.

## **Blerter**

Blerter was sourced as a SaaS (software as a service) solution for an event-time incident management and communication tool which all relevant staff had access to – providing real-time updates to those outside of the MEOC (such as security, volunteers and medics on the ground). Blerter provided a platform for those not in the MEOC to contribute to the event log and provide any relevant photos and information.

Host City Operations team staff received training by Blerter staff in October 2020. Initially multiple 'channels' were set up dedicated to the various functional areas for the MEOC. The Host City Operations team decided that, from a functional perspective only, the 'Loggers' would look to use the Desktop application with the rest of the MEOC members invited to download the App and share Blerts via the MEOC channel.

ACE also used Blerter in the OSOC, and Blerter was used during the various readiness-testing sessions (covered under Section 6.3.2).

## **Lessons learned and recommendations**

- Operating the city's own activation programme (in the Last Mile and public viewing areas) from the MEOC was beneficial as it enabled the swift redeployment of workforce (both volunteers and security) in response to day-of changes in race courses and as crowd activity ebbed and flowed in the Last Mile – particularly in Quay and lower Fanshaw Streets in the proximity of Gate 1 to the Cup Village.
- The Workforce Hub was situated next to the MEOC in The Cloud on Queens Wharf. City Skippers' volunteers and Host Security (Red Badge) were based in the Workforce Hub.
- The location of MEOC also had a direct line of sight to the crowd contingency location on Queens Wharf which was utilised on the final Match day.
- Having the MEOC operate only on race days was the right call as the primary pressure on the Last Mile was in the build up to, and departure from, the live coverage of the racing in the Cup Village. Emergency services and transport Liaison Officers were not required to be on-site in a dedicated MEOC on non-race days.
- Having a feed from CCTV cameras onscreen in the MEOC was very beneficial for race days and assisted with a real-time view of the crowd flow in and out of the Cup Village – as well as the wider areas of Auckland – particularly for some of the Summernova Festival activations and when race courses were confirmed each race day. For future events that involve the CBD and wider Auckland region it would be good to be able to have permission to control the cameras and have a dedicated CCTV operator to do this role.

- The Auckland Transport Dashboard reported into the online dashboard and was viewed in the MEOC. The system was installed within the Cup Village and surrounding area, but was not sufficient to cover the large footprint of the site and there were concerns around data accuracy. It is suggested that for future events a more comprehensive system is installed to be effective and give a true representation around data. Improved integration with actual site operations would also be beneficial.
- The decision to have medical cover in the Last Mile worked well and ensured Host City Operations considered the safety and wellbeing of the potential large crowd numbers coming into the CBD to view the racing. Good communication and negotiation ensured it was agile and met crowd-flow demands.
- Access to the Auckland Transport Drone programme was provided to the MEOC, albeit for only the last few days of racing. This was a beneficial asset to have as it provided real-time visuals, enabling a good understanding of crowds and locations of interest. It is recommended that this is available to the MEOC for future major events.
- Having four Operations Centres<sup>29</sup> in operation during event days did present some challenges. The Auckland Transport Operations Centre (ATOC) and the On Water Operations Centre (OWOC) were understandably separate, but at times the separation of the MEOC and the OSOC was problematic from a cohesion and collaboration perspective (especially on the final Match night). It is acknowledged that as the event had such a large footprint, the number of operating centres may not have been solvable, but in future multiple operation centres should be avoided where possible.

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29 The four Operations Centres were a mix of event-specific operations centres (MEOC and OSOC) and business-as-usual operations centres, which continued at event-time (ATOC and the New Zealand Police District Command Centre).

## 5.6 City activations

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *Auckland Council Events and Community Facilities, Auckland Transport, security provider (Red Badge), crowd management (Foamhand), Blerter*

The City Activations project focused on developing a regional events programme, 'Summernova Festival', particularly in those areas which were going to be impacted by hosting AC36, and was expanded to include a Race-Day Activations programme and Accessibility. One of the key objectives was to ensure the wider community felt part of AC36 and benefited from Auckland being the Host City, even if their location was not close to the action.

### 5.6.1 Events

The Summernova Festival series was launched as a new addition to Auckland's summer events calendar – designed to wrap around the activity of AC36 to create an even stronger reason for residents to either stay local or for visitors to come there for a break.

Developed by Auckland Unlimited, as part of the Auckland Council group's Host City activations programme, the Summernova Festival provided a funding and marketing platform for Event Deliverers, business and community associations, and tourism attractions to host events throughout the region during the summer. This was a timely and valuable programme in a year when events had been severely impacted by COVID-19.

A City Activations' framework was developed identifying key criteria for stakeholders from across the Auckland region to apply for funding and/or marketing support for events and activations to maximise the benefits on Auckland of hosting AC36. Applicants were required to demonstrate how their events or activations aligned with the AC36 vision and guiding principles, including how they incorporated te reo or Māori cultural values, as well as supporting Auckland's destination positioning and narrative themes.

Summernova Festival ended up comprising 23 events and activations all over Auckland spanning art, culture, sports, sustainability, music, street performance, food and more – as illustrated in Table 3.

Supporting the roll out and establishment of Summernova Festival required extensive stakeholder engagement throughout the Auckland region. The AC36 Activation Lead and AC36 Relationship Manager met regularly with local boards and business and community associations in the two years leading up to the event.

A six-month, multi-channel marketing communications campaign was developed to promote the new festival series and encourage attendance at the various events.

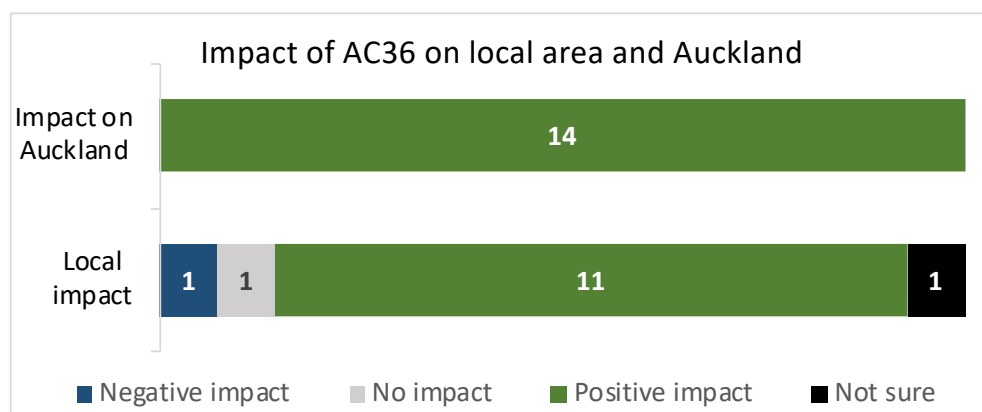
Summernova Festival events were funded by Auckland Council through the City Planning and Integration budget allocation, and individual events were permitted by Auckland Council.

**Table 3: Summernova Festival 2020 – 2021 Events**

Event	Location	Dates
119th Helensville Show	Helensville Show Grounds	27 February 2021
Auckland Arts Festival	Aotea Square	25 March 2021
Faraday Festival	Faraday Street, Parnell	26 February 2021
Summernova at Howick Historical Village	Howick	1 Dec 2020 – 31 March 2021
Island time	Motutapu Island	27 - 28 March 2021
L.A.B Concert	Mt Smart	27 March 2021
Livefit Festival	Trusts Arena	10 - 11 April 2021
Love Your Maunga Ki Maungauika 2021	North Head	Dec 2020 - March 2021
Ngāti Whātua Ōrākei - Bastion Point	Bastion Point	1 March 2021
Race Days By The Sea	Devonport Waterfront	5 - 14 March 2021
RNZYS 150th Anniversary	Various	Dec 2020 - March 2021
Satellite Show of Toi Tū Toi Ora	Britomart	Sept 2020 - March 2021
Seaport Festival	Captain Cook Wharf	31 January 2021
Morning People	Waiheke Island	February - April 2021
Social Ritual Fitness Series	Various	February - March 2021
Summer in the Square	Aotea Square	11 Dec 2020 - 27 Feb 2021
Sunsetter Food, Wine and Music Festival	Smales Farm	13 February 2021
Sustainable Coastlines	Various locations around Tāmaki Makaurau harbour	13 March - 27 March 2021
The Food Truck Collective	Britomart	12 February 2021
Waterbourne	Takapuna Beach Reserve	27 February - 21 March 2021
Young at Art	Various	21 March - 12 April 2021

Note: some events were impacted because of COVID-19 Alert Level changes.

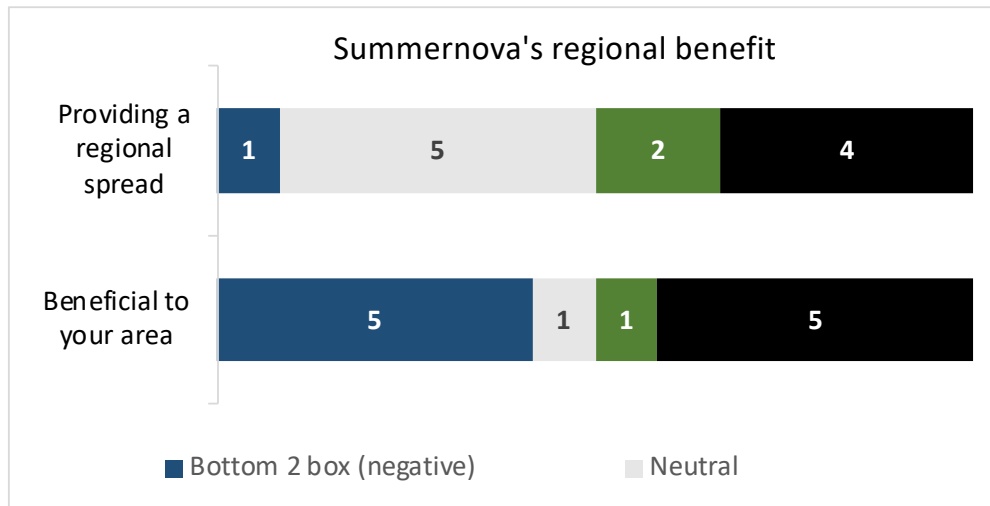
In order to assess the effectiveness of the Summernova Festival in broadening the event beyond the central city, a survey was conducted of elected representatives (Councillors and Local Board Members) in the areas in which AC36 related activities took place. This covered members from Waitematā, Ōrākei, Waiheke, Howick, Devonport-Takapuna and Hibiscus and Bays local boards. The survey was designed to elicit qualitative feedback rather than be quantitatively representative.

**Figure 10: Elected representatives' assessment of the impact of AC36 on Auckland and their local area**

All of the elected representatives interviewed felt the AC36 had a positive impact on Auckland overall, and a somewhat smaller proportion (11 out of 14) felt positive about the impact the event had on their area and its residents and businesses.

In terms of the Summernova Festival, in particular, there were varying levels of awareness among elected representatives. While 11 out of the 14 respondents were aware or had heard of Summernova Festival, a smaller number knew much about the events that were part of the Festival (Figure 11 below).

**Figure 11: Elected representatives' assessment of Summernova Festival's regional benefit**



There was some feeling that the events were positive for Auckland and Summernova Festival was a good concept to continue with:

*"I wasn't sure of what was happening across the regions, but obviously knew well what was going on in my own Local Board area. I think Summernova itself is a great summer brand that can be carried forward in future years with or without a significant sporting event such as this."*

### Highlights

- 70,000+ people attended at least one Summernova Festival event.
- While the Summernova Festival was originally intended to be a one-off festival around the America's Cup, due to the strong brand awareness built up, plans are underway to make it an annual fixture.
- Summernova Festival became a lifeline for event partners and performers hit hard by the impacts of COVID-19.
- Summernova Festival spread the regional benefits of hosting the America's Cup much further than the central city and coastal locations, as intended.
- Summernova Festival was successful in supporting the emergence of several new events for Auckland, as well as helping drive record ticket sales to some of the more established events.
- Elected representatives particularly liked the way the event created a positive, happy atmosphere in Tāmaki Makaurau Auckland, with crowds enjoying the racing and activities, and the use of a range of Courses to provide Aucklanders with options to view the races from different local vantage points.



- Budget commitments to Summernova Festival partners prior to the Alert Level 4 lockdown and the emergency budget, were still met.

**Figure 12: Examples of collateral from Summernova partners**



### Lessons learned and recommendations

- Due to the scale and breadth of the Summernova Festival programme, dedicated resources are required across Auckland Council council-controlled organisations (CCOs).
- Good working relationships need to be fostered with Local Boards and Council regulatory services at the early planning stages of events activity so that local views on events where alcohol would be permitted, along with visible sponsorship in public spaces, can be factored into planning.
- Ensure event partners (and their contractors and partners) have robust COVID-19 plans in place which consider mitigations for a range of scenarios and Alert Level changes, so that the entire event ecosystem is well prepared for a resurgence of COVID-19 and has a shared understanding of what to do in that situation.

### 5.6.2 Race-day activations

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *Auckland Council Events, security provider (Red Badge) crowd management (Foamhand), Youth Arts New Zealand (YANZ)*

To enhance the fan experience for visitors leading up to the Cup Village and to provide a livelier downtown atmosphere, Auckland Unlimited developed an activations programme along the 'Last Mile' and in Mission Bay.

This was not originally part of the Hosts' planning for the event period, however because of repeated feedback from visitors that attended the Christmas Cup in December 2020, advising there was a lack of family activity and shade available in the Cup Village, it was decided to increase the race-day activations. With the Hosts not having jurisdiction over the Cup Village, steps were taken to enhance the Race-Day Activations plan in the areas leading up to the Cup Village.

On race days, the areas of lower Quay Street, the newly opened Te Komititanga Square (lower

Queen Street), and Selwyn Reserve in Mission Bay were activated with family-friendly activity and adequate shade, including:

- musicians
- face painting
- bubble activations
- roving tinsel monsters
- sailor-themed interactive rollerblading performers
- magicians and street performers
- games for the volunteers to utilise
- end-of-event fireworks display in the harbour.

### Highlights

- Race-day activations provided opportunities to showcase local talent to the public and to media.
- They enhanced the experience for people travelling to and from the Cup Village, providing a safe and exciting atmosphere on race days.
- Partnering with Youth Arts New Zealand (YANZ) achieved multiple objectives, including showcasing local talent and providing performance opportunities for young Aucklanders. The management of the performer bookings was done by YANZ and was seamless. There were a total of 89 performances from YANZ.
- 3,220 people, mostly children, received free face painting across 21 race days at Te Komititanga Square and Selwyn Reserve – all under cover from the sun.
- \$75790 was raised by donations to buskers within the Last Mile, and proceeds were donated to the Auckland City Mission.
- They provided income to performers who had been hit by loss of revenue due to the impacts of COVID-19 on performances.
- ACE was offered some of the performers to enhance their Cup Village activity.

**Figure 13: Last Mile activation in Te Komititanga Square**



### Lessons learned and recommendations

- Engage with businesses and resident groups situated in the area of activation as early as possible to ensure the impacts of the activation (eg noise) are factored into planning.
- The Summernova Festival branded gazebos and tear drops were highly visible and provided quick and easy set up and pack down, thus fitting within the guidelines of the low-impact activity permit and provided shade. Small temporary stages in Te Komititanga Square and by the HSBC Building provided big impact for low cost and further branding of these would have lifted the level of the experience through their look and feel.
- Where youth performers (such as through YANZ) are used, ensure the performers' safety by placing security personnel next to each performer to act as a deterrent for unsavoury behaviour by members of the public.
- Ensure event partners (and their contractors and partners) have robust COVID-19 plans in place which consider mitigations for a range of scenarios and Alert Level changes, so that the entire event ecosystem is well prepared for a resurgence of COVID-19 and has a shared understanding of what to do in that situation.

### 5.6.3 Accessibility

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *Be.Lab*

AC36 aimed to be the most inclusive and accessible event in recent campaigns. Auckland Unlimited formed a partnership with Be.Lab which set out to ensure that the America's Cup events in Auckland and other activations taking place throughout the summer were as accessible as possible and that everyone, regardless of age or ability, could get involved.

Auckland Unlimited and Be.Lab worked together with the community and various agencies involved with AC36 to design a programme that exceeded the requirements of people with access needs, such as physical impairments, vision or hearing loss, learning impairments, short-term injuries or age-related disabilities.

With racing taking place closer to shore than in any previous campaigns, the partnership included assessments of key viewing areas, plus new, existing and temporary facilities. Key information and resources were developed for businesses, event partners and the wider community to ensure they had the information needed to provide a positive accessible experience for people with access requirements.

The partnership with Be.Lab included five separate workstreams:

- A. Access education: a series of workshops Be.Essential and Be.Confident for event partners and relevant stakeholders.
- B. Place-based access assessments and insight gathering.
- C. Activation project meeting attendance.
- D. Access help support.
- E. Integration of access information into the America's Cup website and map.

## Highlights

- All Summernova Festival funded event partners, City Skippers volunteers and AC36 project team members attended at least one of Be.Lab's workshops.
- 76.2% of volunteers<sup>30</sup> reported that their understanding of accessibility was changed through attending a workshop.
- The Be.Lab workshops were well received by attendees who gained a lot of valuable information which they said they would incorporate into their events and organisations.
- Some of the key Summernova Festival event sites received expert design plans and reviews. Note, due to COVID-19 lockdowns some site assessments did not get done or there was not enough time for expert planning and review to be done by Be.Lab.
- An expert design plan and review of the America's Cup Village was completed and provided to America's Cup Event Ltd (ACE).
- A legacy *Accessibility Event Guide* was created by Auckland Unlimited and Be.Lab and distributed to all Summernova Festival event partners.
- Additional Be.Essential and Be.Confident workshops were supplied after amendments were made to some of the originally contracted deliverables not able to be met by Be.Lab.
- The integration of Be.Lab's access information into a digital and physical map including the CBD, Takapuna/Devonport and Ōrākei was produced for spectators and stakeholders.
- In the attendee survey<sup>31</sup> conducted on the event, 6% of those surveyed identified as having an access need, with 77% saying they felt their needs had been met.

<sup>30</sup> Research conducted by Fresh Information.

<sup>31</sup> Research conducted by Fresh Information.



## 5.7 City Skippers volunteer programme

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *Eke Panuku, Auckland Transport*

**Figure 14: City Skippers Volunteers**



Volunteer programmes are an integral part of any major event and provide opportunities to engage with the public to ensure they feel part of the event.

During HVA negotiations, Hosts' recommended one consolidated volunteer programme, however ACE held firm on having two separate programmes and as a result ACE coordinated the Cup Village (Kaihāpai) and on-water marshal programme and Auckland Unlimited coordinated the Hosts' programme (City Skippers), focusing on city operations. In effect, the existence of two volunteer programmes on-land created confusion both for volunteers and for stakeholders in respect of functional roles and opportunities for the volunteers both in and outside the Cup Village.

A key objective of the City Skippers volunteer programme was to ensure there was a coordinated approach to support city operations, including AT and Eke Panuku each of which had their own ambassador programmes. The City Skippers programme covered central Auckland in the vicinity of the Cup Village and key vantage points outside of central Auckland such as Mission Bay, Devonport and Takapuna.

The initial launch of the City Skippers call to action was due to go live in April 2020, however due to COVID-19 lockdown this was postponed until August 2020.

The City Skippers registration page was located on the *Business and Community Readiness Toolkit* (see Section 8.5) and provided an overview of the key responsibilities volunteers could expect to undertake, as well as some of the incentives they would receive, such as full uniform and free public transport travel to shifts. Ministry of Justice checks were done on all volunteer applicants.

The volunteer programme included paid roles to coordinate and manage the volunteers during the event period. Eight Volunteer Supervisors were hired and a Volunteer Liaison was seconded from within Auckland Unlimited.



## Highlights

- Significant stakeholder engagement across Auckland Council and its CCOs to ensure coordination amongst Hosts' as well as presenting to potential volunteers through Auckland University, AUT and Volunteering New Zealand, increased awareness of the volunteer recruitment programme.
- Three engagement sessions (Oct 2020) and a training session (November 2020) – including separate volunteer supervisor training (December 2020), and development of a *City Skippers Training Manual* and FAQs.
- Use of Ministry of Justice checks – to ensure volunteers in public-facing roles were able to work safely particularly when interacting with children.
- Use of Rosterfy for online scheduling of rosters.
- Design, procurement and distribution of volunteer kit (uniform and equipment such as water bottles and backpacks).
- Auckland Council catering provided volunteer meals.
- Auckland Transport provided free transport for City Skippers through a limited-edition America's Cup AT Hop Card.
- In recognition of the length of the event, motivational and engagement activities for the volunteers were provided included a reward and recognition programme coordinated by The Events Group to increase engagement and minimise attrition rates, and backyard games provided in the Workforce Hub.
- Auckland Unlimited Corporate Partnerships team secured partnerships with Tip Top, Vista Drinks and EK Sunscreen providing the volunteers with ice creams, water and sunscreen free-of-charge for the event period.
- Auckland Council also provided ebikes that were used by the City Skippers Connector roles for mobility around the Cup Village and Eastern Bays. The connectors were the link between the volunteer personnel spread across the region on race day.
- To keep the volunteers engaged on shifts and to provide them with purpose, each location had bubble wands and "Ask me" flags to encourage public engagement. Volunteers were also given Silver Fern and New Zealand tattoos for the Match. Z cards developed by Auckland Unlimited and Auckland Transport with key course information, transport services and highlights of events taking place were also popular throughout the event as they provided a talking point for volunteers with the public.
- Workforce delivery (December 2020 to March 2021) – included securing The Cloud and Shed 10 as a Workforce Hub for the event period, daily in-person briefings before each shift and regular communications through Blerter.
- A volunteer appreciation event in March 2021 was held to thank the City Skippers, attended by Councillor Richard Hills.
- Across the three-month racing period, including the Prada America's Cup World Series, Prada Cup and 36th America's Cup, 258 volunteers completed 970 shifts and dedicated almost 5,000 hours to the event.

- Due to the change in COVID-19 Alert Levels during the event period (which meant volunteers could not take part), 45% of volunteers did not complete the minimum four-shift requirement. When Auckland moved to Alert Level 3 in February, many withdrew from the remainder of the programme due to the risks associated with COVID-19, or because shifts had been cancelled, they were not able to volunteer on the remaining race days which took place under Alert Level 1.
- 91% of City Skippers surveyed were satisfied with their overall volunteering experience, and 81% enjoyed it for giving back to the community<sup>32</sup>. Table 4 also shows very high levels of satisfaction with the uniform, training, roles, materials and the level of engagement with volunteer programme managers and staff.
- It should be noted that 116 volunteers were invited to respond to the post-event survey given they had completed four or more shifts. The number of active volunteers in the City Skippers programme was 258, but Alert Level changes in Auckland affecting race days, impacted on some fulfilling the four-shift minimum requirement.

**Table 4: City Skippers volunteer satisfaction**

HOW SATISFIED WERE YOU WITH THE FOLLOWING ASPECTS OF THE AMERICA'S CUP?	
	4 or 5
The training you were given	83%
The role(s) you were assigned	83%
Information and other materials provided to help you perform your role	80%
Your volunteer uniform	92%
The level of engagement with volunteer programme managers and staff	89%
Your overall America's Cup volunteering experience	91%

### *Lesson learned and recommendations*

- The key recommendation for future maritime events is to have one volunteer programme that covers all on-land aspects of the event (including Host City and the Cup Village but excluding on-water marshals given the specialist expertise required). This will mitigate risks such as volunteer and spectator confusion, provide consistency and one clear message and volunteer crew from an event perspective.
- It is also critical that all volunteers who could be interacting with children and vulnerable people go through the appropriate vetting processes.

<sup>32</sup> Research conducted by Fresh Info as part of the *36th America's Cup Impact Evaluation*, June 2021.

## 6. C4 / SECURITY / CROWD MANAGEMENT

### 6.1 Programme overview

Security for the event was a multi-agency exercise across several organisations – ACE as Event Deliverer contracted P4G as its security provider for the Cup Village; and for the Host City, Red Badge was utilised.

Security processes, including crowd management and C4 (Command, Control, Coordination and Communication) was a coordinated delivery on land and on water between ACE and Hosts alongside New Zealand Police and national security agencies. City operations' focus was to ensure the security overlay was fit-for-purpose and consistent with guidance released in late 2020 '*Protecting Our Crowded Places from Attack*' *New Zealand's Strategy*<sup>33</sup> (also referred to as *Crowded Places: New Zealand Strategy*), which is covered in Section 6.3.4.

From a capacity and security perspective, the reduced numbers of the usual international visitors and superyachts in Auckland meant that the capacity of the Cup Village and on water was never significantly challenged, other than on the final Match day, and this would have contributed to the largely incident free event.

### 6.2 National security and Police

#### 6.2.1 National security

**Coordinating agency:** *The Department of the Prime Minister and Cabinet*

**Supporting agencies:** *NZ Police, Auckland Unlimited, Auckland Transport (AT), MBIE, Panuku, Auckland Emergency Management*

The Department of the Prime Minister and Cabinet (DPMC) has responsibility for leading and coordinating the National Security System in Aotearoa New Zealand. The Chief Executive of DPMC is the Prime Minister's National Security Advisor.

New Zealand takes an "all hazards – all risks" approach to national security to ensure the safety and security of New Zealanders. Part of DPMC's role is to work with major event stakeholders to:

- assist Event Deliverers with regular updates on national threat assessments
- ensure events have appropriate security arrangements in place to enable effective risk mitigation.

The *Major Events Security Committee* (MESC) is part of the governance structure of the National Security System. Through this Committee, DPMC was responsible for coordinating the national level security arrangements for the 36th America's Cup, including the strategic level coordination of agencies' support to the lead security agency. If there had been a crisis, DPMC would have coordinated the national response. New Zealand Police is responsible for public safety and, in particular, is the lead agency for response to terrorism and unlawful and violent protest.

<sup>33</sup> *Protecting Our Crowded Places from Attack: New Zealand's Strategy*, New Zealand Government, 2020.

In addition, as part of the wider support planning, the *AC36 Security Steering Group* (ACSSG) was set up and chaired by New Zealand Police. This was attended by multiple agencies including DPMC, Customs, NZDF, Maritime New Zealand, the CAA, St John, CTAG and FENZ.

New Zealand Defence Force (NZDF) also provided planning assistance as well as oversight through membership on various governance boards. NZDF was not required to provide any operational support to AC36; however, in accordance with contingency protocols elements of NZDF were available for response to a variety of incidents.

### 6.2.2 New Zealand Police

In New Zealand, Police is a function provided nationally across New Zealand, delivered through a Police National HQ and police districts. The primary Police responsibility is to maintain public safety and order – they are not contracted to provide operational security support to an event.

The role of the New Zealand Police (Police) for the 36th America's Cup was one of national security and public safety.

The Police Commander's Statement of Intent for the AC36 Operation was: *to provide a safe and secure environment where any incident that may occur or impact on the operation is effectively managed with minimal disruption to the AC36 event, participants and the public.*

Police provided both on-land and on-water support to the event which involved in excess of 50 Police personnel and additional support from specialist workgroups.

On-land policing of the event saw the deployment of Police personnel based at the Cup Village, with staff also based at the On Site Command Centre (OSOC), Major Events Operations Centre (MEOC), Karanga Kiosk and the Auckland Transport Operations Centre (ATOC). On-water policing of the event saw the deployment of six RHIB<sup>34</sup>s, with one Police vessel "Deodar 3", along with Customs' vessel "Hawk V", which were also deployed on race days.

Customs' Hawk V was made available to the NZ Police as part of a multi-agency capability to provide on-water security and health and safety. During AC36, the vessel was unavailable at times, due to Customs' responsibility to COVID-19 maritime security from small craft arriving into New Zealand and border operational demands.

The on-water deployment provided a multi-agency platform for emergency services that facilitated:

- Coordination that minimised duplication of effort.
- Forward command/situational awareness of the marine environment.
- Communication between agencies on a shared platform.
- Ability to manage conflict and disputes in a timely manner ie clarification of roles and responsibilities between Course Marshals, the Harbourmaster and Police.

Police participated in AC36 planning and delivery at all levels, being represented on JCEG (Assistant Commissioner level), at ESG (national manager level and District Commander level during event time); in the *C4, Security and Crowd Management Working Group* (District Operations level) and at event time in the MEOC, the OSOC and the OWOC.

Police and national security roles and responsibilities were clearly outlined to ACE at both JCEG and ESG as well as within the *C4, Security and Crowd Management Working Group* meetings

34 Rigid Hull Inflatable Boat.

so all parties were well informed as to what was in scope and out of scope from a Police and national security perspective.

Notwithstanding this, there appeared to have been an expectation within ACE that more assets would be able to be deployed than were available (eg for marshaling which was clearly the Event Deliverer's responsibility), or an absence of understanding of the impact that late changes to the planned event scheduled would have on operational deployment.

For on-water spectator management, only between ten and 21 Course Marshal and Sea Cleaners boats combined were provided to support spectator on-water management. In order to minimise the risk to public safety arising from these reduced numbers, on most days, Police and the Harbourmaster continued to deploy their vessels to achieve the operational requirements.

Police expectation of ACE, as per the HVA, was that ACE would have enough Course Marshals to support a safe on-water event and deal with breaches of the Maritime Transport Act. The Police role was clearly articulated leading into the event, which was to focus on national security and emergency management with enhanced business-as-usual. Police were required to move into a functional Course Marshal role as well, as was evident on most days when Police and the Harbourmaster worked with the spectator fleet, cable zones and repositioned around the course for the fleets move back into Auckland Harbour and compliance of the 5-knot restriction.

The ACE On Water Manager did not want the Course Marshals dealing with drunk spectators so deferred these issues to the Police. Police on-water assets did deal with non-compliance but there was an operational expectation that Course Marshals were the first interaction with the public if they were nearby.

The restrictions of COVID-19 lead to fewer superyachts and smaller crowds without international visitors. This lessened the pressure on national security, with less support required from other national agencies. For example, if there had been the usual visitors on cruise ships and 100 superyachts, Police expect that there would have been increased pressure, excitement, crowds and a range of security issues around the wharves and on race courses. This should be taken into consideration when planning future events, to ensure that with more standard visitation, the system as a whole would be able to cope.

The large numbers experienced on land and on water on the final Match day could have been the norm throughout the event, if COVID-19 had not impacted on international visitor numbers.

While on land worked reasonably well, as a platform the OSOC had some issues. During race days, the OSOC was used primarily by the on-land Police team and on-land Police command. Maritime Police also used the facility as they kept Police uniforms at this location, but on race days were deployed on water for most of their shift. Maritime also deployed from OSOC on non-race days as they were responsible for visibility in the Cup Village and walked the beat.

No Police or Ministry of Justice vetting was carried out on ACE volunteers (Ministry of Justice vetting was done on the Host City Skippers volunteers). This was a significant risk with volunteers having potential interaction with children and vulnerable people.

In the setting that agencies had to operate under, the operational delivery from ACE both on land and on water was sufficient. However, had the anticipated high number of international visitors been able to enter the country, the system would have been tested.



## 6.3 C4 and security

**Lead agency:** *Auckland Unlimited*

**Supporting agencies:** *NZ Police, Auckland Transport (AT), MBIE, Eke Panuku, Department of the Prime Minister and Cabinet (DPMC), Auckland Emergency Management (AEM)*

### 6.3.1 Command, Control, Coordination and Communication

A multi-agency approach was taken to the city-wide C4 (Command, Control, Coordination and Communication), Security and Crowd Management which was intended to integrate with the Event Deliverer's responsibilities primarily on land in the Cup Village (noting that there were flow-on effects of decisions on water relating to whichever of the five race courses was in use, and any late change to these on a race day).

Ensuring public safety was the key driver across the workstream, with a focus on safe and effective operations and minimising the impact of the spectator/crowd demand from the events on overall city operations and businesses and residents.

In November 2019, a *C4, Security and Crowd Management Working Group* comprising of representatives from key agencies involved with AC36 delivery was initiated with ongoing monthly engagement. Agencies represented included ACE, AT, Eke Panuku, DPMC, national and local Police, ADHB, AEM, MBIE, NZTA, FENZ and St John. This engagement across these critical functions is a key part of event delivery to ensure an integrated approach is taken to the delivery of the city-wide Crowd Management Plan.

While ACE was in attendance at these meetings, the flow of information relating to the Event Deliverer's planning and resourcing for the delivery of the event was often lacking or not provided. This delayed working group attendees' own planning, budgeting and resourcing.

This was further compounded by a lack of clarity around what COR's position or update was, given they were not attendees at these working groups (despite Hosts' request with the response from ACE being they represented COR). Concern around ACE's lack of detail and progress updates, resource, transparency and communication were ongoing issues for Host agencies and was regularly raised with ACE.

An external global event consultancy was brought in to work with the working group to develop the C4 Concept of Operations (CONOPs) along with associated documents that all attendees agreed to. This included the operating model as well as the recommended governance structure during the event. Testing and readiness across the agencies were also covered under C4, along with supporting the creation of the Major Events Operations Centre (MEOC) and its systems.

These functions were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21.

### *Lesson learned and recommendations*

- A differing risk appetite between the Event Deliverer and the Hosts can impact the length of time taken to agree and establish the C4 platform and to establish roles and responsibilities.
- Given how critical solid C4 planning is, the recommendation is that the lowest risk appetite should be accommodated wherever possible ie within reason, and the party with the longest lead time required to support the C4 platform should set the timeframe.

### 6.3.2 C4 testing and readiness sessions

A key part of C4 is testing and readiness. A range of testing and readiness sessions were carried out by Crown, Council and ACE, including:

1. C4 testing carried out by the global event consultancy (Event Planning Group) – three scenario sessions, designed by Council were completed with all agencies involved.
2. On behalf of Crown, MBIE, with support from DPMC and NZ Police, coordinated a one-day workshop for all key national and regional agencies, along with the event.
3. ACE carried out its own readiness testing, but did not involve all agencies.

#### **Council readiness testing**

A global event company conducted the city-led testing and readiness across the agencies using scenario-driven exercises in three sessions with a fourth session specifically focused on Host City Operations and MEOC personnel – including the Host City ESG Duty Officer.

- **Exercise #1** (2 November 2020) held in The Cloud – Introduction to AC36 event, Incident Management and Information Management System overview and familiarisation.
- **Exercise #2** (19 November 2020) held in The Cloud – Attendees were organised in their operational groups (MEOC, OSOC, ATOC) and followed a real-time runsheet with added scenarios and injects. The group discussed decision-making processes, actions and communications.
- **Exercise #3** (2 December 2020) held in the MEOC only because the OSOC was not ready for use – a live exercise using a race-day runsheet. Attendees were grouped in their operations centres (MEOC, OSOC, and ATOC). Real-time, decision-making procedures and communications took place, as well as contingency plans and procedures. At least one major incident occurred that required the Incident Management Team and Crisis Management Team to be stood up.
- **Exercise #4** (15 December 2020) held in the MEOC – Scenario testing with MEOC personnel only, focused on Host City Operations and included the ESG Duty Officer.

#### **Crown readiness testing**

The 36th America's Cup All-of-Government readiness testing exercise took place on 28 October 2020 in Auckland, with more than 60 attendees from Crown, Host City agencies and the Event Deliverer.

The purpose of the scenario-driven discussion exercise (DISCEX) was to understand and examine the C4 arrangements (Command, Control, Coordination, Communication) for AC36 between ACE, Council and the Crown. At the readiness testing four scenarios were explored:

1. COVID-19 resurgence
2. a terrorist attack
3. a cyber-attack (specifically focused on their public-facing channels)
4. a concurrent event (earthquake or adverse weather).

#### **Lessons learned and recommendations**

- The testing and readiness sessions were beneficial to the *C4/Security/Crowd Management Working Group* as they offered all agencies the opportunity to test their internal responses to such scenarios and agree on which agency would take the lead and what the roles and

responsibilities of each organisation would be. However, readiness testing needs to commence much earlier in future than it was for AC36 – to allow stakeholders to adjust and modify plans, if required. Readiness testing should have been done in June 2020 at the latest, however DISCEX can only be completed on the back of sufficient event planning information. The provider of the readiness sessions should be up-to-date with all operational plans and ensure sessions are relevant.

- Readiness testing across all parts of the ecosystem should be hierarchical in nature with a top-down approach, so it is clear what the roles and responsibilities are.
- Two days of CIMS training was beneficial for the MEOC team and would be advisable for future MEOC set ups.
- Organisations should ensure the appropriate personnel from their organisations attend readiness testing to understand the C4 process in event delivery, prior to event time.
- For any events operating during the international pandemic, it will be critical to ensure that COVID-19 preparedness is part of any event readiness planning exercises.

### 6.3.3 Security

ACE procured P4G as their security provider for the Cup Village and for city operations, Auckland Unlimited used Red Badge. These two organisations have worked alongside each other at previous events. There were times when there was insufficient clarity around areas of responsibility between the two security providers – particularly at Gate 1 – the Quay St entrance to the Cup Village.

It should be noted that the Event Deliverer is responsible for security at their gates to the venue and the queuing and access ways to their gates. At Gate 1, there was an area between Quay St and the Cup Village Gate 1 entry which fell into a 'grey zone' where roles and responsibilities between security providers were confused at times. This was a high-risk area and given it was a main entry to the Cup Village, it fell within ACE's area of responsibility. Grey-zones should be avoided for future events as it creates a security 'blind spot'.

The closure of the Cup Village on the final Match night by ACE, due to capacity issues, at zones with screens in the Cup Village saw the Host City operational staff and security providers managing the crowd gathering outside Gate 1 and around the Viaduct walkway from Coops Corner to Headquarters. Under the plans agreed through the *C4, Crowd Management and Security Working Group* this should have been managed by ACE as Event Deliverer, whilst city operations focused on diverting the public along the Last Mile.

However, there were no staff from ACE or P4G security located outside Gate 1 to handle the gathering crowd who grew agitated at being denied access to the Cup Village, when they could see areas in the Cup Village away from the main stage that did not look full.

City Operations, Red Badge security and City Skippers volunteers, along with support from Police, were required to handle the situation, at the same time as activating the crowd contingency plan of relocation to Queens Wharf or Aotea Square for those denied access to a 'shut' Cup Village.

### Lessons learned and recommendations

- Ensure event partners are clear on the mandate and operating boundaries of their individual security providers, to avoid confusion around areas of responsibility, eliminating the risk of potential blind spots or grey areas.

- Ensure all volunteers are vetted and that process is accounted for in the event budget.
- Ensure the Event Deliverer clearly understands and fulfils their security and crowd-management responsibilities outside the venue perimeter and for access ways to the venue – not just inside the venue.
- The 'secondment' of a Security Manager from Auckland Unlimited (ex RFA) was very beneficial with operational delivery and management of security contractor.
- For events where the Course locations are fluid, as for AC36, the security provider needs to plan for flexibility in personnel deployment.
- Consideration needs to be made for security staff deployed to areas in more standalone locations. They need to have bathroom facilities available to them, and/or a method for a team leader to be able to get to the staff.

### 6.3.4 Vehicle Safety Mitigation

In 2020, the Government issued the *Protecting Our Crowded Places from Attack: New Zealand's Strategy (Crowded Places Strategy)*<sup>35</sup> to respond to the threat of crowd/vehicle conflict at an event (both accidental and deliberate), as has been experienced elsewhere in the world (for example in Nice, France in 2016).

As a result of that strategy, nine Vehicle Safety Mitigation (VSM) barriers were installed by the Hosts at the Eastern Viaduct entry to the Cup Village on race days as a means of ensuring reliable Hostile Vehicle Mitigation (HVM) was in place to avoid any risk of crowd/vehicle conflict. The entrance to Gate 1 was deemed to be the highest risk location from a threat and vulnerability perspective. The barriers were robust (internationally certified) and would protect against any hostile vehicle attempted entry from Quay St into the Cup Village. Police and DPMC strongly endorsed hostile vehicle mitigations for the Cup Village, and the Host City met its safety responsibilities in this area. This was to address the responsibility of the Hosts' obligation to support the alignment with the *Crowded Places Strategy*.

The Event Deliverer did not have the same mitigation measures in place. In the end, no issues were recorded from a crowd/vehicle risk.

#### *Lessons learned and recommendations*

- Ensure Event Deliverers are familiar with, and implement, their obligations under the *Crowded Places Strategy* to enable a safe event.

<sup>35</sup> *Protecting Our Crowded Places from Attack: New Zealand's Strategy*, New Zealand Government, 2020.

**Figure 15: Vehicle safety mitigation barriers at Gate 1, Quay Street**

### 6.3.5 Boat ramps

During AC36 planning, boat ramps were identified as a key risk area because of an anticipated increase use by on-water spectators on race days and the resulting risk of congestion. However, the shared ownership or impact model of boat ramps was a challenge, for example:

- Auckland Council – was responsible for the provision and maintenance of the asset (boat ramp and where provided – off-street trailer parking).
- Auckland Transport – was responsible for access to boat ramp locations and the surrounding area.
- Auckland Transport (Harbourmaster) – was responsible for on-water navigational safety and compliance with regulations.
- New Zealand Police – was responsible for dealing with antisocial behaviours including disorder and excessive alcohol.
- ACE – had responsibilities as event owner and deliverer of the event which created demand from on-water spectators for the use of boat ramps, and therefore increasing the risk of congestion.

There was a lack of clarity on roles and responsibilities along with a lack of agreement on the level of actual risk to the event. It was discussed on multiple occasions, however it was not clear who had ultimate responsibility for the risk.

To mitigate the risk, security personnel were procured as part of the AC36 event planning and city integration project to provide operational support to manage any risks at ten key boat ramps on race days. After the first few shifts at boat ramps security personnel felt somewhat redundant as the majority of issues were business-as-usual issues, but the role was retained to continue to act as a deterrent and as a risk mitigation.



## 6.4 Crowd modelling and management

### 6.4.1 Crowd demand

With any un-ticketed event like the America's Cup forecasting crowd demand was challenging and this was exacerbated by the unique characteristics of the venue on land and on water. On land the venue was long and thin, with many access points, bisected by a bridge which needed to be opened to allow vessels to pass through, and bordered by water, of which not all of the edges were fenced. Each of these characteristics played a role in the crowd modelling and management for the Cup Village.

ACE presented three crowd-demand scenarios in the early planning stages as part of the Wynyard Hobson Resource Consent in 2018 which were used to categorise potential demand based on relative attractiveness to the race days.

The numbers agreed by ACE for the Cup Village through the Wynyard Hobson Resource Consent were:

1. Scenario 1 (S1): High day: 65,000 – 200,000 people.
2. Scenario 2 (S2): Medium day: 35,000 – 65,000 people.
3. Scenario 3 (S3): Low day: 0 – 35,000 people.

When the *C4, Security and Crowd Management Working Group* commenced, additional context and detail was added to the scenarios to refine the crowd-demand forecast for the Cup Village and the city-wide crowd management plan. To do this the entire event schedule (ACWS/ Christmas Cup, Prada Cup and the Match) for race days were categorised as S1 or S2, and then refined further based on the relative attractiveness (Low, Medium, High) of each race day.

This considered key factors such as the day of week (weekend v weekday), school/public holidays, and the relative importance of the racing occurring on that day. S3 was applied to all non-race days and was seen as business-as-usual for the city and therefore was not required to be reassessed.

These updated crowd-demand profiles were agreed to by the *C4, Security and Crowd Management Working Group* to ensure appropriate levels of resources from all agencies were confirmed to support the city-wide operations.

The Event Deliverer advised that the Cup Village had the safe maximum capacity of 25,950 – meaning, if the crowd demand was higher than this it would impact all areas outside the Cup Village on the Last Mile.

ACE acknowledged that the layout and nature of Cup Village presented some natural bottlenecks and crowd-capacity challenges and sectioned the site into five zones. A particular bottleneck was created in the case of the Main Stage area located on Te Wero Island as the area was a pedestrian / cyclist commuter thoroughfare, with significant volumes of users at peak times, along with spectators gathering in front of the stage on race days.

ACE expected that there would likely be periods during the event when capacity would reach the agreed ceiling (5,800) and access to the zone would have to be temporarily restricted. The capacity limits that ACE applied to each zone were based on safe evacuation levels rather than a maximum number of people that each zone could accommodate. ACE acknowledged that the Crowd Management Plan was only put under pressure on New Year's Eve and during the final day of Match racing.

### 6.4.2 City-wide crowd modelling and management

**Lead agency:** *Auckland Unlimited, AC36 Team*

**Supporting agencies:** *NZ Police, Auckland Transport (AT), MBIE, Eke Panuku, Auckland Emergency Management (AEM), security provider (Red Badge), crowd management (Foamhand)*

The crowd-demand forecasts discussed under 6.4.1 above were used to create the city-wide crowd management plan. Key deliverables included the following:

- site assessments (all identified key Last Mile and spectator vantage areas – city-wide)
- capacity analysis of all identified areas
- crowd-demand forecast
- crowd-management support recruitment (security and volunteers)
- crowd-analytics system
- ensuring stakeholder plans were integrated with the Crowd Management Plan
- designing and implementing the Signage and Wayfinding strategy
- crowd-contingency planning.

These functions were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21.

Compounding the difficulties with forecasting crowd demand for an unticketed event, was the impact from the border closures due to COVID-19. Changes in Alert Levels for Auckland during the event period, a lack of programming and family-friendly activity in the Cup Village (particularly during December and over the Prada Cup) all had impacts on the crowd numbers being less than forecast and on dwell times in the Cup Village (which impacted on the movement of people in and out of the village).

Considerable focus on crowd-management responsibilities had taken place across all parties in the *C4, Security and Crowd Management Working Group* to ensure ACE was aware of its responsibilities should the village reach capacity, as well as what the Host City Operations would be responsible for doing in support of this eventuality.

Another crowd management issue, that required extra resource to be diverted to support the event, arose out to the process of the daily Course announcement.

Course changes that were made after the official confirmation by the Race Director of the Course in use at 1000 hours caused a knock-on effect for the on-land management. On a few occasions security and volunteers had to be redeployed from existing positions to support this. For example, the late change in race course from Course C to Course A resulted in crowds leaving Maungauika / North Head with a noticeable influx at Takapuna Beach Reserve. Security and volunteers were promptly redeployed to assist with crowd management.

### 6.4.3 Crowd monitoring

The ability to use real-time data to assess actual crowd behaviour was advantageous. The data was captured with different methodologies ranging from physical resources on the ground (for example taking photos and conducting manual counts) to use of crowd monitoring technology.

Crowd counting remained an issue throughout the event-planning phase and during event delivery. This was discussed on multiple occasions and highlighted as a risk to ACE by Police and the City's AC36 Crowd Management resources.

As part of the HVA it was agreed that a crowd-monitoring system would be installed around the Cup Village to gather baseline data to assist in analysis of crowd movement in and out of the space. The intention of the system was to provide an independent understanding of crowd-flow behaviour associated with the Cup Village operation, to assist with the integration and operation of the Last Mile surrounding the Cup Village. Key patterns and trends were identified, however, at times there were concerns about the accuracy of the data which was needed to refine the operational plans.

This system was not intended to be used as a solo crowd-counting system for the Cup Village – the Event Deliverer was responsible for crowd counting and for accurately advising the occupancy numbers on a frequent basis to the MEOC. ACE's crowd counting was conducted by manual clicker counts which were also seen to be inaccurate due to the porous event site and the difficulty of managing crowd numbers moving between the different Cup Village zones.

The AT dashboard (a crowd intelligence system using CCTV analytics to collect real-time crowd flow data) was shared between key stakeholders and along with access to CCTV at key CBD sites and other areas (combining AT, Eke Panuku and Tramco camera assets) was a useful tool in the MEOC as it identified areas that were busy and assisted with crowd dispersal. With the inability to rely solely on manual crowd-counting numbers, camera views became essential, and access to cameras provided valuable situational awareness and supported information gathering and decision making.

The crowd-monitoring system now provides a legacy benefit to Auckland as it will remain in place to allow ongoing analysis of crowd behaviour and the monitoring of people/vehicle movement in the area which will assist in future planning for major events. However, it is acknowledged a more comprehensive system is likely to be required for future events.

In addition, two temporary CCTV towers installed on North Head provided significant benefit and visibility of what would have been a blind spot at a key vantage location. Radios worked well and supported monitoring and information flow throughout the event. Blerter also assisted with situational awareness.

### *Lessons learned and recommendations*

- Ensure that any Event Deliverer of maritime events on the waterfront has a robust crowd-counting system in place which is fit-for-purpose for the venue, taking into account the unique characteristics of the venue (for example, as identified under Section 6.4.1).
- Ensure that future events using the same event space have access to the AT, Eke Panuku and Tramco cameras, so that situational awareness is available to support decision making in respect of crowd management.

#### 6.4.4 Crowd contingency plans

Due to the unknown crowd demand there needed to be contingency planning to support crowds if the Cup Village was to become full. An assessment was completed by the City's AC36 Crowd Management team which reviewed all space in the central city that could hold a significant volume of people and Queens Wharf was identified as the best location.

The plan was shared with all key parties who were involved with Queens Wharf operations and the plan agreed to have a large screen, barriers, security and portaloos available for use on-site if the need arose.

The Cup Village zones with screens reached capacity on the final Match day in the early afternoon, resulting in ACE closing gates to the Cup Village and the Queens Wharf contingency plan was implemented. There were some issues from the OSOC not relaying to the MEOC the village capacity thresholds early enough and when the call was made to shut the village this happened much faster than had been outlined in the contingency planning. This was further compounded by ACE not having its security or event staff outside the gates to manage the closure, which was left to Hosts to do in their absence.

The ability to use Queens Wharf as the crowd contingency venue was enabled by the COVID-19 cessation of all cruise ship activity. If Auckland was experiencing its normal volume of cruise ship numbers, Queens Wharf would not have been able to be used as a contingency venue. Arguably the Cup Village would have reached capacity more frequently and earlier in the event period if the usual number of international visitors were present in the city, requiring greater use of a contingency location than was experienced in 2021.

#### *Lesson learned and recommendations*

- Events located on the waterfront with large crowds which are time dependent (for example for Match or race viewing) require a crowd over-flow contingency space in close proximity to the venue.
- Due to the unique characteristics of the Cup Village, it is unlikely the area would have managed had there been larger crowd numbers than were experienced due COVID-19 restricting international visitors and cruise ships.
- Crowd-management planning and gate closures must be managed by the Event Deliverer as access into their venue sits within its realm.

#### 6.4.5 Last Mile

The Last Mile is a term used to refer to the area of a city adjacent to the event venue which spectators traverse to get to and from the venue (including their transport mode), and which first feels the impacts of decisions made at the venue to close the door or restrict numbers (because it acts as the overflow for people queuing to get in or an alternative viewing experience) or to feel the effects of patrons departing. Typically for non-ticketed events there is a slow build-up of spectators' arrival over time, with a quick and immediate departure at the conclusion of the event activity. AC36 races were no exception.

City-wide event operation maps were created for the MEOC. These maps assisted operations as they provided a bird's-eye view of the Last Mile including all city-wide zones and critical areas that had been previously identified, transport hubs, iconic buildings etc. This benefited both the planning phase and the MEOC operational phase.

Signage and wayfinding towers were installed in key locations on the Last Mile to guide people along the managed routes.

During Alert Level 2, the digital variable message signs (VMS) in key areas were programmed to communicate key public messaging relating to COVID-19 guidelines and its impact to the event. The VMS were also programmed to provide contingency messaging for Cup Village closure, which was implemented on the final Match day.

Due to the downtown project works along Quay Street and its delays due to Auckland COVID-19 Alert Level changes and lockdowns, the Last Mile footprint on Quay Street was constantly changing. Close engagement between the Downtown Works team and the Crowd Management team was required to ensure the integration of the respective Traffic Management Plans (TMPs). This included regular site walkovers and pre-race days planning.

Early during the event period, the traffic management set-up and installation in Quay Street caused some issues and confusion on the ground to the crowd-management operation, resulting in a safety risk for pedestrians and that had a knock-on effect to key stakeholders in the Last Mile. Examples were:

- TMP installation challenges – confusion around the TMP installation, signage installed advising of road closures when roads were not closed.
- Concerns for crowd safety caused by traffic management actions – roads that were closed were opened by the TMP provider without discussion with the crowd management team who had the Last Mile staff (security and volunteers) advising people to use the closed roads, resulting in a safety risk.

This was resolved, and by the time of the Match the communication between the traffic management team on the ground, AT liaison, Crowd Management team and the MEOC Manager had resulted in better integration.

Overall, Last Mile operations worked well. Quay St was the busiest route and was enhanced with city activations to create a better spectator experience on approaching the Cup Village.

### *Lessons learned and recommendations*

- Future events require more clarification of respective roles between the Event Deliverer and Hosts in the Last Mile, both from a planning and deployment perspective.
- Ensure operational decision making between the on-site event operations staff in the MEOC and the ATOC enables changes in a timely manner to ensure the safety of the crowds/traffic, such as providing a single point-of-contact on site who is fully informed about the TMP and relevant event operation detail.



## 7. TRANSPORT

### 7.1 Programme overview

This section describes the role that central and local Government played in the provision of transport services in support of AC36, on land, water and air, and the management of impact of AC36 on the safe and smooth running of the transport networks in Auckland.

Transport services through Auckland Transport and/or Waka Kotahi New Zealand Transport Agency (NZTA) were represented in all working groups.

Transport services for specific event activities, such as the city's activation programme is discussed in the relevant section of this report and in the Cup Village is discussed in the ACE Final Event Report.

### 7.2 National

**Lead agency:** *Ministry of Transport*

**Supporting agencies:** *Waka Kotahi New Zealand Transport Agency (Waka Kotahi), Maritime New Zealand, KiwiRail, Civil Aviation Authority (CAA)*

#### **Ministry of Transport**

The role of the Ministry of Transport (MoT) in AC36 was to coordinate information and advice from the transport sector and liaise with MBIE.

MoT set up a *Major Events Transport Senior Officials Group* that met regularly, pre-COVID-19, to discuss any transport issues and identify solutions.

MoT has a standing Transport Response Team (TRT) that is led by the Ministry and includes representation from across the transport sector. It works across all modes of transport and is activated in an emergency to coordinate the transport sectors' response in support of the National Security System (NSS). The TRT participated in readiness activities to prepare for an emergency during AC36, and it was activated in the event period in support of the Government's response to COVID-19.

#### **Waka Kotahi New Zealand Transport Agency**

Waka Kotahi New Zealand Transport Agency (Waka Kotahi) jointly funded and managed the ATOC – Auckland Transport Operations Centre – along with Auckland Transport. The entire planning and delivery of the ATOC was jointly delivered by the two organisations.

Waka Kotahi also provided dedicated liaison staff to sit within the MEOC as part of the smooth operation of MEOC. All minor issues were resolved either within the MEOC or within the ATOC. There were no transport issues of national significance that needed to be escalated during the delivery of AC36.

Before the onset of the COVID-19 global pandemic, Waka Kotahi did a lot of planning and preparation for having the anticipated large numbers of international tourists in the country during AC36, including developing road-safety plans and communications strategies. Due to the pandemic, they were not implemented as they were no longer necessary.

## Maritime New Zealand

Maritime New Zealand's priority during the America's Cup racing was to contribute to an America's Cup that was safe, secure and clean.

The official flag system was promoted publicly and provided to lawful operators, with Maritime NZ undertaking a PR campaign for spectators to 'Look for the Flag', when choosing a charter boat to watch the America's Cup. Operators that met all of Maritime NZ's safety requirements requested the distinctive pink and yellow flag that helped the public to choose authorised operators and steered them away from unlawful operators.

Maritime New Zealand also made a significant contribution to the design of the volunteer training for the Royal New Zealand Yacht Squadron and their on-water course marshals and volunteers' training programme. Where issues of concern were identified, Maritime New Zealand escalated these through MBIE to the ESG.

Maritime NZ also contributed to the operational delivery of a safe, secure and clean America's Cup through its largest, single event safety campaign. Maritime Officers were out in force on race days, to promote recreational boating safety and engage with commercial operators. Maritime New Zealand engaged with more than 1,000 boaties throughout the series of regattas and saw a high level of compliance in both the recreational and commercial categories.

### Lessons learned and recommendations

- The All-of-Government approach and consistent communication was valuable, as was maintaining a regular meeting cycle across the transport sector. COVID-19 was highly disruptive, and MoT is pleased that overall coordination and management of transport went well. For future events it's important for MoT to have its seat at the table and ensuring that people can join meetings virtually, as well as in person, would address that.
- MoT did not always have the resource to maintain the *Major Events Transport Senior Officials Group*, particularly during 2020. Additional capacity to support concurrent events would have enabled the continued oversight of AC36. As a result, MoT has adapted its approach to increase depth in capability to manage concurrent events, particularly within the Emergency Management space.

## 7.3 Host City transport

**Lead agency:** Auckland Transport (AT)

**Supporting agencies:** Waka Kotahi, New Zealand Transport Agency

This function was funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Transport in 2020/21.

Auckland Transport's mission was to work in collaboration with our partners, to deliver a world-class transport experience for Aucklanders, visitors and tourists, to support AC36 for the benefit of Tāmaki Makaurau and Aotearoa.

The objectives and priorities of Auckland Transport's mission were:

- Maintain transport **safety** and **network function**, minimising and mitigating disruption, maintaining private property and necessary service vehicle access for Aucklanders, visitors and tourists.

- Maximise **event** spectator and visitor access and experience (as it relates to the transport network).
- Manage customer and visitor expectations with **good communications** and potential legacy communication channels.
- Create **legacy benefits** that will enable and encourage sustainable travel behaviour (capital investment and operationally).
- **Work collaboratively** with partners to deliver the transport plan in a **cost-effective** manner.

AT (through the Harbourmaster) oversaw and coordinated the navigational safety requirements on water in relation to all harbour users (see Section 4.4).

AT also supported and enabled safe and reliable travel options for event bound customers and developed a plan to mitigate the impact of the event on 'business-as-usual' customers, businesses and local communities across the wider transport network.

AT identified four key geographical areas of interest where it was assessed the greatest impacts would occur to the transport network and customer journeys (whether they were attending, participating in or were not part of AC36):

- City Centre
- Devonport Peninsula
- Tamaki Drive/Mission Bay
- Boat Ramps.

This project was responsible for ensuring transport services and the transport network was able to support customers attending AC36, as well as planning for and mitigating the impact of the event on the transport network and customer journeys. In order to do this, the project focused on the following key deliverables:

- Supporting destination focus area: On Water.
- Supporting destination focus areas: On Land (City Centre, Devonport Peninsula, Tamaki Drive, Boat Ramps).
- Enable the supporting transport network, corridors and modes impacted by the event.
- Providing effective and timely stakeholder and customer communications (in relation to transport).

In order to meet the deliverables, the following key services were delivered by AT:

- Active participation and representation in various governance groups and command and control groups during planning and delivery (JCEG, ESG, OWOC, OSOC, MEOC etc).
- Involvement in, and oversight, on-water planning (by ACE) to ensure what was planned (management of race boundary, safety, marshals, movement of spectators to / from event) was delivered.
- Provided navigational safety oversight of the event on all race days (Harbourmaster).
- Increased capacity on 'business-as-usual' public transport by providing more buses, trains and ferries; and increased frequency of business-as-usual services.

- Provided new bus 'shuttle' services on key routes where highest demand was expected; this capacity increase required additional supporting resources such as ambassadors, fencing and security guards.
- Managed disruptions of existing transport services (ie timetabling readjustments of public transport).
- Provision of free valet bike and e-scooter parking.
- Traffic management plans for safe pedestrian crowd clustering and movement and reducing the impact to non-event customers as a result.
- Full transport network disruptions management (catering for change in demand) of event-bound and event-affected customers across the full transport system.
- Enforcement services to ensure compliance (parking, access).
- Provided transport-specific communication for customers attending or impacted by the event.
- Collaborated with, and contributed to, a 'joined up' communication approach to support event attendees.
- Collaborated with and contributed to key stakeholder management (presentations, workshops, meetings with various key stakeholders, businesses, community groups etc).
- Established and operated a transport command and control team on every race day (Auckland Transport Operations Centre Incident Management Team) to monitor, collaborate and coordinate all real-time transport services across the Auckland network in support of AC36.
- Free public transport for volunteers (both Host and ACE volunteers).

The planned transport support was significantly scaled back during the Christmas Cup and America's Cup World Series due to the lack of event attendees. Attendee numbers were nowhere near what was estimated, largely due to the impacts of COVID-19 and the limited number of international visitors. As a result, AT's public transport services were largely returned to 'business-as-usual' services for the Prada Cup and the Match. Additionally, the temporary, traffic-management plans were delivered through an 'agile' response which effectively resulted in deployment occurring only when crowd numbers required it – ie they exceeded the capacity of the existing network or there was a potential safety risk due to customer behaviour.

### *Highlights and key metrics*

- Public Transport (business-as-usual) – except for the Match, business-as-usual public transport saw no significant capacity uplift directly linked to AC36; any additional demand was easily absorbed into current capacity levels.
- Public transport (shuttle) – additional event public transport shuttle saw a 2.19% uptake of capacity provided; services were stopped post-Christmas Cup and America's Cup World Series due to lack of demand.
- Traffic Impact Analysis – the traffic impact analysis indicated the event had a more significant effect on traffic demand during weekends than weekdays. During the ACWS/Christmas Cup, some impact was seen in the city centre; during Prada Cup the North Shore saw significant impact and the Match did not show any significant impact on the traffic network.

- Traffic-management plans – traffic-management plans were intended for the three main geographical areas; 51 were planned, 21 were delivered (these were also reduced and rationalised from the original plan due to reduced number of event attendees as a result of COVID-19).
- Micro-mobility – free valet bike and e-scooter parking for active modes delivered with more than 1,500 bikes and e-scooters using the service.
- On-water spectator boats – during the Prada Cup series (including the Prada Cup Finals' races), the highest number of spectator boats was approximately 700. During the Match, the highest number was approximately 1,700 (Saturday 13 March 2021) with approximately 1,150 (Wednesday 17 March 2021) for the Final race.
- AT's communications results are covered in Section 8.6.4.

**Table 5: Key Auckland Transport analytics**

EVENT	LEVEL	PLANNED		ACTUAL		COMMENTS
		DAYS	PEOPLE	DAYS	PEOPLE (AVG)	
Cup Village Open (incl Opening Ceremony)	High	1	65,000	1	<1,000	• Ended up being a low-key event not publicly advertised
Christmas Cup / ACWS	High	4	200,000	4	~2,300	• Last day of racing not completed
Prada Cup – Round Robin	Low	10 (incl 4 reserve)	35,000 – 50,000	4	~1,800	• Loss of one team (American Magic) reduced number of race days required from 6 to 4 • No reserve days required
Prada Cup – Semi Finals	Medium	6 (incl 2 reserve)	50,000	2	~1,400	• Semi-finals completed in 2 days (vs 4 planned) • No reserve days required
Prada Cup – Finals	High	11 (incl 4 reserve)	65,000	4	<1,000	• Finals completed in 4 days (vs 7 planned) • COVID lockdown cancelled two race days • No reserve days required
Match Race	High	14 (incl 7 reserve)	135,000 – 200,000	7	~1,000 (>20,000 on last day)	• COVID lockdown cancelled first two race days • One day of racing not completed • 2 reserve days required (only 1 race per day)
Closing Ceremony	High	1	200,000	0		• Conducted on last day of racing
		<b>47</b>		<b>21</b>		

### Lessons learned and recommendations

- AT planning, structure and approach – AT to establish a formal project team with (some) dedicated resources with the ability to escalate and de-escalate over the event lifecycle. For events where attendance numbers are unknown, resource deployment needs to be fully agile for the course of the event creating as much flexibility as possible – this comes at a high cost.
- Continue to involve personnel from across the wider AT business in the planning and delivery. Continue to use opportunities such as these planned events to trial new initiatives, methodology and technology.
- Agile and dynamic transport delivery – continue the practise of the Harbourmaster's involvement in command and control of all on-water activities. Early involvement of AT (and other Auckland Council CCOs) in feasibility studies or crowd modelling prior to resource consent would help in influencing and creating opportunities to reduce transport-related event impacts. Within planning, have full clarity on the customer end-to-end journey and practical delivery in relation to agile methodology; ensure stakeholder consultation and strong



Command, Control, Coordination and Communication (C4) practices are in place pre-event. Where possible, practise deployment processes through training exercises prior to the event. Support staff to accept crowd modelled numbers and consider a peer-review process to confirm and / or challenge thinking

- Some aspects of planning required shared ownership; however, roles and responsibilities were not agreed until late in the planning process. During AC36 planning, boat ramps were identified by AT and Police as a key risk area; however, there was a shared ownership or impact model which was a challenge. There was a lack of clarification on roles and responsibilities along with a lack of agreement on the level of actual risk to the event. For any shared ownership locations ensure an early 'lead'. Engage earlier with Auckland Council to better understand its role and function in relation to key assets required to support an event. Consider a transport system assessment / data capture to evidence actual potential risk level to inform the process.
- Crowd numbers – planning for unknown attendance numbers was challenging throughout the full lifecycle of the event (planning and delivery); the potential impact to the network was unknown and the potential to negatively impact ATs reputation was high. Crowd numbers were initially set during the resource consent process by ACE (through a third-party consultant). Auckland Unlimited engaged a crowd-management specialist to try to review those numbers (collaboratively with all key stakeholders). However, it proved extremely difficult to validate, particularly with the impacts of COVID-19. In the end, all stakeholders agreed to retain the initial resource consent figures as the primary planning numbers for AC36.
- Stakeholder (including supplier) engagement – establish an AT stakeholder management plan (including suppliers). Consciously plan and prepare to brief senior officials and continue to advocate and support for Council's lead organisation. Build stronger strategic relationships with Auckland Unlimited.

## 8. COMMUNICATIONS, MARKETING AND ENGAGEMENT

### 8.1 Programme overview

Communications, Marketing and Engagement (CME) was undertaken as a multi-agency workstream made up of the Auckland Council Group, Crown agencies and ACE representatives and was established to deliver the communications and marketing requirements for AC36.

These functions were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21 and were delivered by the Auckland Unlimited AC36 CME team (see Table 1 in Section 3.4.2 for details).

The CME workstream operated from July 2019 to March 2021, with communications and marketing representatives from ACE, Auckland Unlimited's Host City Operations team, Eke Panuku, Auckland Council, Office of the Mayor, MBIE, Tourism New Zealand, and closer to event time, Auckland Transport and Maritime NZ. The *CME Working Group* met monthly and was chaired by Auckland Unlimited.

The intention of CME was to provide a coordinated and cohesive approach to managing external communications and promote all aspects of the programme, including supporting aspects of the leverage and legacy project. This included developing an overarching communications strategy, supporting media and public relations plans, marketing campaigns, stakeholder engagement plans and communications operating procedures.

The programme covered proactive communications and issues management, stakeholder engagement, media management, development of branding and visual identity assets, marketing, and content across all channels.

As part of Communications, Marketing and Engagement reporting there were four key areas that interact closely with the Leverage and Legacy reporting and full details are contained within the *36th America's Cup Leverage and Legacy Report*<sup>36</sup>.

These areas were as follows:

- Place projects delivering on environmental sustainability and communications.
- Storytelling projects delivering our authentic voices.
- Participation projects delivering business and community engagement.
- Economic wellbeing.
- Hosts' Rights and Benefits.

<sup>36</sup> *36th America's Cup Leverage and Legacy Report*, collated by MBIE and Auckland Unlimited on behalf of the Crown and Council, August 2021.

## 8.2 Media and communications

**Lead agency:** *Auckland Unlimited AC36 CME*

**Supporting agencies:** *MBIE, ACE, Office of the Mayor, Auckland Council, Auckland Transport, Eke Panuku, Maritime NZ, Tourism NZ*

Media and communications focused on driving awareness, engagement and excitement around the America's Cup and the additional activity taking place such as Auckland Unlimited's Summernova Festival.

During the event period a smaller, multi-agency *Media and Messaging Group* (MMG) was established to align with the C4 principles and plans. Representatives filled operational event-time roles within the Major Events Operations Centre (MEOC) on land and on water and provided critical guidance for the effective management of media and communications during the event.

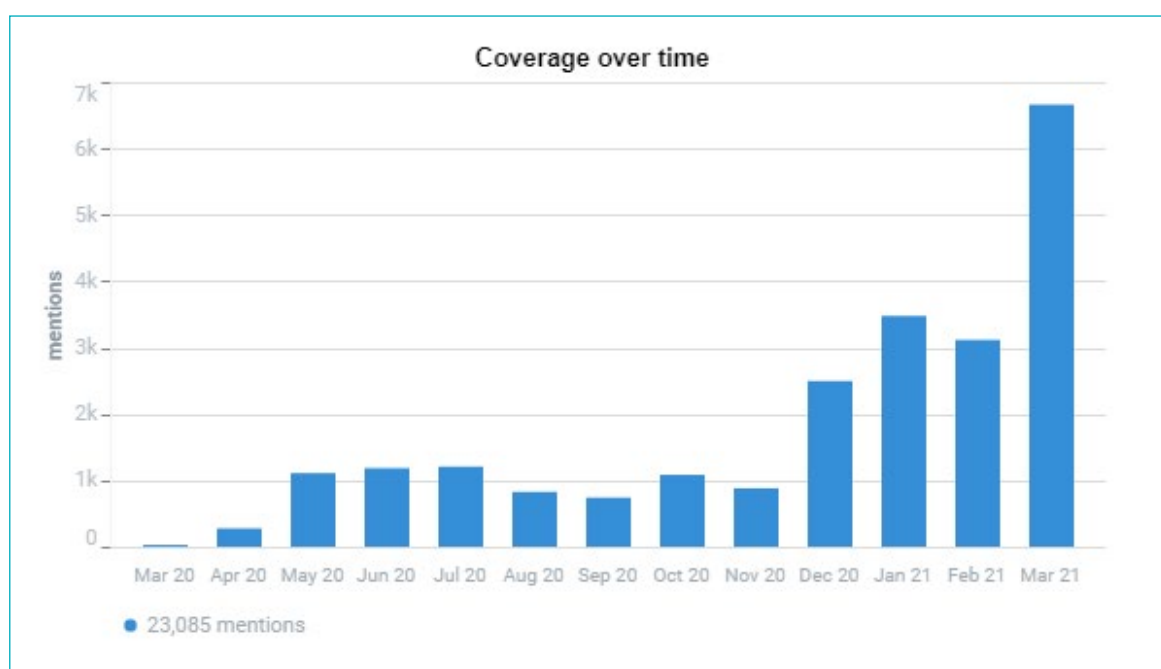
Media and communications included:

- A multi-agency communications structure with agreed procedures and protocols including a 'No Surprises Policy' to provide effective coordination of media and communications activity throughout the event and years leading up to it.
- A media-relations programme in the years leading up to the events, and during, which had identified key domestic media representatives.
- ACE was responsible for managing media queries relating to the Cup Village and on-water event delivery activity, the broadcast and media centre operations, while the Host City managed requests outside of this scope. Auckland Unlimited provided its Media Manager to act as a key conduit between ACE, Crown and Council on AC36 media issues and helped coordinate responses from the relevant agencies, then shared this with the wider group as part of the 'No Surprises' media policy.
- In the year leading up to the event a significant amount of CME resource went into managing various issues relating to controversies surrounding the event, attracting prolific media attention and resulted in large volumes of OIA and LGOIMA inquiries. Pleasingly, the management of reactive queries lessened during the event period and there were more opportunities to pitch stories proactively to media.
- Establishing a dedicated Host City microsite (<https://www.aucklandnz.com/36th-americas-cup>) to act as a hub for key AC36 event information, storytelling platform and house key resources for businesses and communities to better leverage Auckland's hosting of the Cup.
- Leveraging key milestones and announcements to build awareness for the events in Auckland.
- A proactive pipeline of content for media and across agency-wide owned channels, telling stories aligned to the key themes and principles guiding the event.
- Daily media and stakeholder advisories were issued throughout the event period, providing key America's Cup-related information as well as highlighting the Host City activity. Several media results were achieved off the back of distribution of these, and these communications were well received by key stakeholders.
- Public and key stakeholders, including volunteers received prompt messaging and information about what it would mean when COVID-19 Alert Levels changed quickly during AC36.

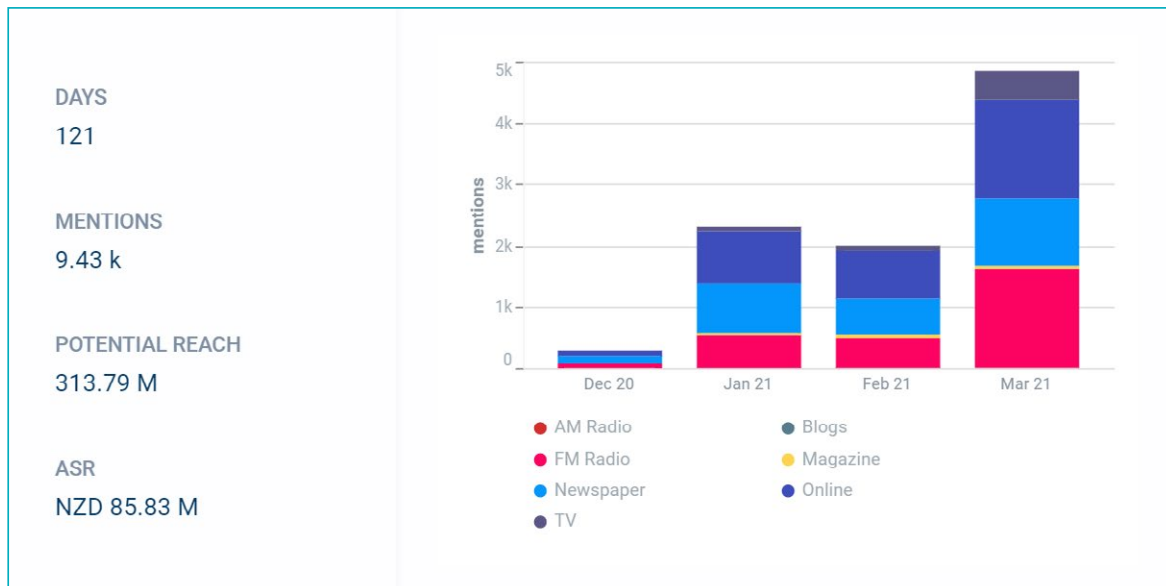
### Highlights

- The smaller, agile MMG set up during the event time worked well with positive two-way engagement throughout, and resulted in most media queries, stakeholder engagement and issues being well managed. This group would meet or talk daily ahead of the racing and then followed up with a roll out of the key communications.
- Hosts distributed more than 35 media releases and made 113 proactive pitches to media and handled 181 reactive queries, between March 2020 and March 2021. This is outside the media that ACE would have handled.
- Over this same period, 23,000 pieces of coverage on the America's Cup were generated in Aotearoa New Zealand alone, of which 89% was positive or neutral.
- During the event time (December 2020 – March 2021), Hosts alone handled 200+ media queries and helped generate 9,400+ pieces of coverage throughout Aotearoa New Zealand.
- The close working relationship established with the host broadcaster, TVNZ, meant that the Host City activity was regularly featured in build-up coverage and news bulletins.
- Mentions of Tāmaki Makaurau Auckland and Aotearoa New Zealand were featured throughout the broadcast, including in introductions and within the commentary.
- Research undertaken throughout the event and immediately after with visitors attending the events revealed that 93% said hosting the America's Cup increased their pride in Aotearoa New Zealand and 95% were more than satisfied with the event overall.
- This same research revealed that 90% of those surveyed were more than satisfied with the communication and information about the events.

**Figure 16: Growth of AC36 and event-related mentions in NZ media between March 2020 and March 2021**



**Figure 17: NZ media coverage and mentions of AC36 and related activity over the event period (December 2020 – March 2021)**



### Lessons learned and recommendations

- For future events with a similar, complex event-delivery structure, having a single media manager who operates across both Hosts (Crown and Council) and the Event Deliverer is a good way to ensure a coordinated approach to media responses.
- Having a good media relations programme in the early stages of the build-up to event is beneficial to establishing positive relationships which make managing issues easier and helps to drive more proactive media results.
- Ensure there are separate key communications roles between the Event Deliverer and the relevant sporting organisation or national team, so there is clear distinction between the two and resources are not stretched too thinly.
- Ensure a 'No Surprises Policy' agreement is in place between all parties and that it is adhered to at all times, by all parties.
- Ensure Hosts are given access to accredited media and that it is clear to media upon accreditation that their contacts will be shared for Hosts to engage with them.
- For future events, ensure that Hosts have direct access to participating teams to undertake community engagement opportunities and participate in tourism experiences in order to generate additional broadcast and media, and that this is built into the contracts.



### 8.3 Brand and identity

**Lead agency:** *Auckland Unlimited AC36 CME*

**Supporting agencies:** *Mana Whenua, Auckland Council, MBIE, Tourism NZ*

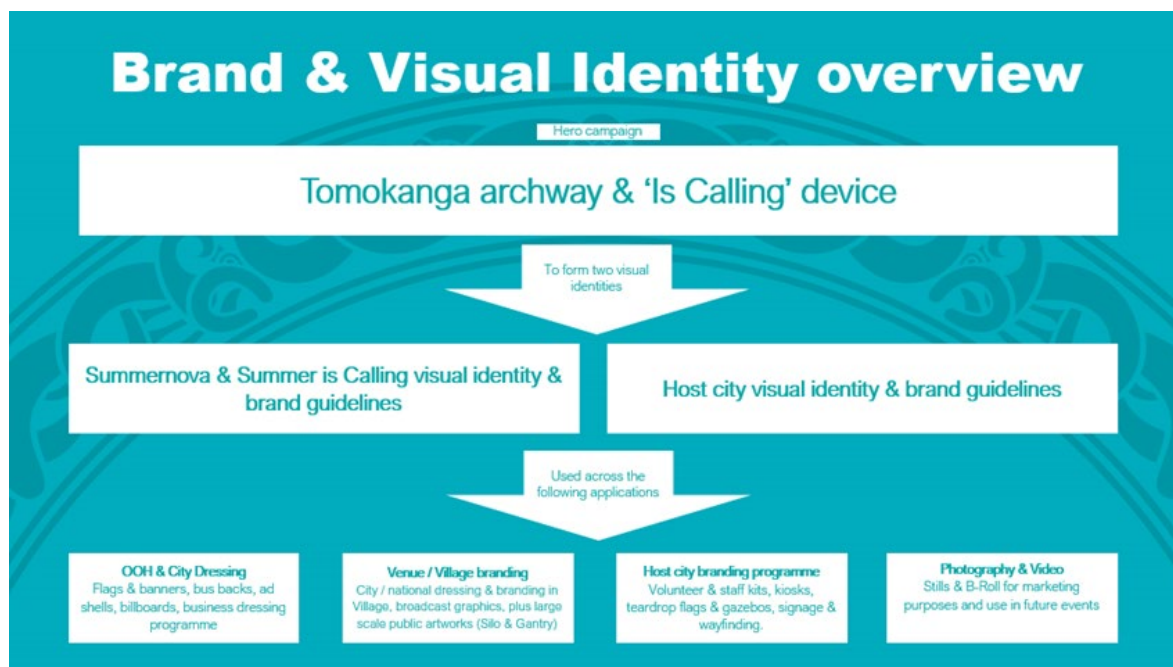
The brand and visual identity project was designed to maximise Tāmaki Makaurau Auckland and Aotearoa New Zealand branding opportunities in the lead up to, and during the events, signalling to residents, visitors and those watching from afar what an exciting time it was to be in Auckland.

This project encompassed out-of-home (OOH) branding, city and venue dressing, business dressing, volunteer and staff uniforms, signage and wayfinding, branding of furniture, fittings and equipment (FFE), and photography and video assets.

A special brand and visual identity for Auckland was developed by Auckland Unlimited, in partnership with mana whenua, and was intended to unite what was meant to be an unprecedented year of events for Auckland in 2021. The ongoing impacts of the COVID-19 pandemic meant many of the events scheduled for 2021 were postponed and shifted to other years.

A digital tomokanga (a gateway) was developed, which in Māori culture has a meaning of 'calling' people to a significant site, along with supporting Māori motifs derived from the tomokanga. In line with the idea of 'calling', a tagline for the brand and visually identity was adopted utilising '... is Calling' across the Host City campaign work.

**Figure 18: Overview of Brand and Visual Identity**



These designs were used throughout the city and venue dressing, flags, and public artworks. A key aim of city dressing was to deliver an impressive and beautiful visual backdrop across the region to enliven the event experience for spectators, visitors and residents.

## Highlights

- Additional Village branding highlights developed by the Host City such as 'Tāmaki Makaurau Auckland' and Māori motifs added across the top of the gantry which enhanced the aerial shots for the broadcast.
- Likewise, a special public artwork added to one of the silos, used the te reo translation of the 'Auckland is Calling' campaign messaging and has left a legacy artwork in the area.
- Venue branding negotiations had a strong emphasis on maximising Hosts' attribution in the America's Cup broadcast and resulted in additional branding in the virtual graphics and on the roofs of the village structures.
- Hosts also worked with the Event Deliverer to develop a broadcaster manual and ensure commentary reflected Auckland and New Zealand's bicultural identity, Māori culture and language.
- Flags and banners, themed by pictures of the different AC75 yachts, along with 'Summer is Calling' message were installed from December to the end of March, with a strong emphasis on ensuring placements in North, South, East and West Auckland to spread the vibrant atmosphere outside of the city centre and throughout the region. The street flags were so well received by the public, the majority of flags were able to be given to the fans who had requested them as a keepsake.
- High-impact Out of Home advertising (OOH)<sup>37</sup> included double-decker buses, ad shells, billboards and bus backs in Auckland, Hamilton, Wellington, Tauranga and Christchurch.
- The OOH and city dressing applications delivered a total media value of \$2.5 million, almost quadruple what was spent.
- To help businesses rally behind the 36th America's Cup, a suite of themed items could be purchased without breaching the Major Events Management Act (MEMA). This included bunting, posters, coasters, window decals, counter stands and ceiling hangers.
- 1,765 items were sold with the most popular item proving to be the bunting, which was seen strung up in businesses and community establishments all over the Auckland region.

<sup>37</sup> Out of Home (OOH) is a form of advertising that can be found outside of a consumer's home.



Figure 19: Images of brand use in physical and digital collateral



When asked about awareness of Māori cultural content and imagery and use of te reo in AC36 in a post-event survey of attendees<sup>38</sup>, the following responses were received.

38 36th America's Cup Impact Evaluation Report, Fresh Info, 30 June 2021.

**Table 6: Attendee awareness of Māori cultural content**

Source: Research conducted by Fresh Information

DO YOU THINK THERE WAS A STRONG MĀORI CULTURAL THEME RUNNING THROUGH THE EVENT?	
Yes	60%
No	40%
TOTAL	100%

WHERE DID YOU NOTICE THE USE OF TE REO AND OTHER MĀORI CULTURAL ELEMENTS? (Only presented to those who thought there was a strong Māori cultural theme running through the event.)	
The opening ceremony	56%
Banners, signage, and imagery around the America's Cup Race Village	58%
The name of Te Pou / NZ House	29%
The use of Tāmaki Makaurau / Aotearoa (in addition to Auckland and New Zealand)	75%
The use of te reo Māori and cultural imagery on the America's Cup website	52%
The marketplace in Silo Park	16%
Race commentary on TV	66%
Other	18%

### *Lessons learned and recommendations*

- Ensure contracts are clear about marketing and branding outcomes, particularly in relation to what constitutes 'commensurate' value.
- For future events where it is not possible to agree an allocation of marketing and branding material at the time of negotiation, a clear process should instead be agreed to ensure an equitable allocation for all parties. This would include, as an example, clarity as to when, and under what process, the number and scale of logos for backdrops and broadcast would be agreed.
- For future events, ensure the contract specifies that the Event Deliverer has sufficient marketing and brand resources to deliver best-practice brand guidelines and brand manuals, and that Hosts have the right to direct access to the brand owner.

## 8.4 Domestic marketing

**Lead agency:** *Auckland Unlimited AC36 CME*

**Supporting agencies:** *Auckland Transport, ACE*

Domestic marketing activity around the 36th America's Cup was designed to raise awareness of the events in Tāmaki Makaurau Auckland, encourage participation, and drive visitation to the region from December 2020 to March 2021.

As Auckland's economic and cultural agency, Auckland Unlimited led the development and implementation of a six-month marketing campaign which promoted the Cup and the Host City activations series, Summernova Festival.

Summernova Festival provided a funding and marketing platform for 23 events to take place throughout the Auckland region during the event period.

The 2021 'Auckland/Summer is Calling' tagline and creative elements from the digital tomokanga and supplementary designs, drove the campaign creative and message. An extensive multi-channel marketing campaign ran across digital, print, television and radio to reach target audiences in Auckland and key fly and drive markets.

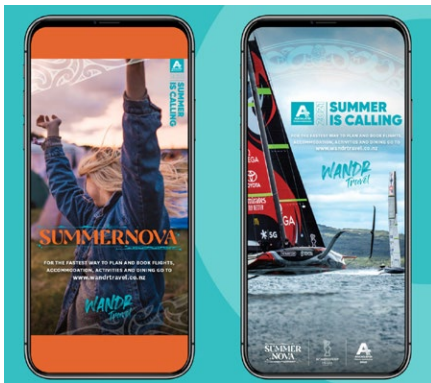
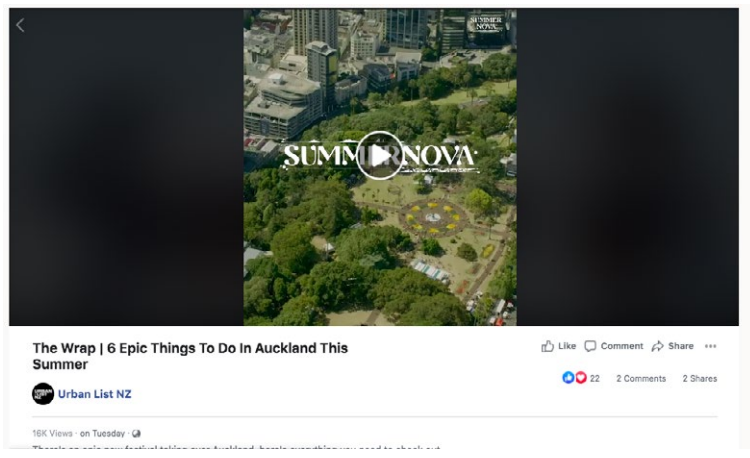
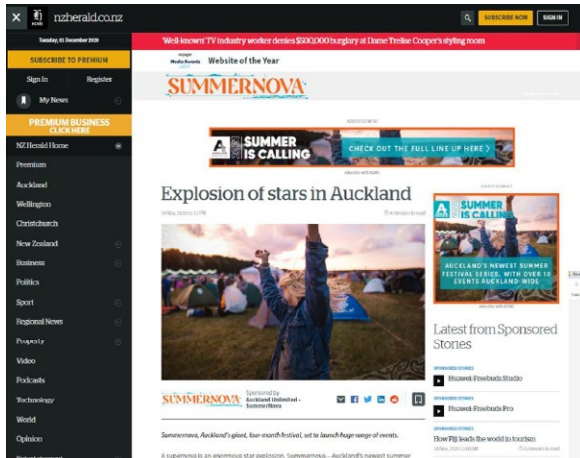
Summernova Festival was the hero of the domestic campaign for the Host City. The other was the America's Cup racing itself. Tactics and activity within the campaign aimed to leverage the overarching Auckland destination proposition, highlight the breadth of the Summernova Festival line-up and particular standout events, and drew on the excitement of the racing amidst everything else Auckland had to offer.

### Highlights

- A dedicated webpage within the America's Cup microsite and accessed via a vanity URL, Summernova Festival.co.nz, included the full event line-up with links externally to individual event sites for users to purchase tickets or find out more. Summernova Festival was the most visited page on the microsite, with 65,600 visits between November 2020 and March 2021.
- Marketing ran across all mainstream New Zealand media including TVNZ, NZME, Mediaworks, UrbanList, Remix and Stuff.
- Partnerships with Air New Zealand and Wandr Travel encouraged visitors to book travel to Auckland and attend a Summernova Festival event.
- The campaign gained more than 24 million digital impressions across the activity, 138,000 views of the content created, and reached an audience of 13.4 million across radio and Spotify.
- The summer campaign hero video, which utilised the backing track of '*In the Air*' by L.A.B, one of the concerts within Summernova Festival, was viewed more than 4 million times and ran as a commercial during the TVNZ America's Cup broadcast period.
- Based on research undertaken as part of the campaign evaluation by the end of the campaign 44% were aware of the Summernova Festival, and 72% agreed Auckland was the ideal place to take a short break over summer.
- The Summernova Festival generated more than 130 pieces of earned media coverage.



Figure 20: Summernova campaign examples



### *Lessons learned and recommendations*

- For future events, ensure the Event Deliverer is appropriately resourced for marketing and invests in a campaign to promote the event.

## **8.5 Business and community readiness**

**Lead agency:** *Auckland Unlimited AC36 CME*

**Supporting agencies:** *ACE, Eke Panuku, Be.Lab, Auckland Transport, MBIE*

Major events provide local businesses and the community with big opportunities and equally, an array of challenges. Helping business and communities prepare for the event, including what they can and can't do to associate with the event, is a responsibility of the Event Deliverer.

The Business and Community Readiness activity undertaken during the 36th America's Cup was designed to help Aucklanders and visitors prepare for both with content, resources and updates to help users plan for, participate in, and leverage the 36th America's Cup.

All activity was based around the business and community toolkit, a new microsite within aucklandnz.com to store public information, updates, content and stories about the events and Auckland's hosting role.

Designed as a 'one-stop-shop' to help businesses plan for the 36th America's Cup, this included information related to consent, licences and city services; how to be an accessible business; Major Events Management Act (MEMA) guidelines; marketing resources; activating premises and understanding and managing business impacts for potential disruption, largely due to traffic and transport.

Other tailored, 'high-value' resources for businesses included: accessibility self-assessments and top tips, a downloadable planning workbook, an accessible events guide, a MEMA guide and more.

The *Business and Community Toolkit* also hosted information on 'how to watch,' including information about how to participate on-land (in the village or at a Summernova Festival site), on-water (linking to key on-water information), from home (linking to the TVNZ broadcast), and how to get around using Auckland Transport. This page also included information about how course selection worked and was used to share courses and key public information. On race days, all social activity by Hosts was directed to this page, leading to a significant increase in traffic.

In partnership with Be.Lab, Auckland Unlimited developed several resources to help people with access needs plan for and participate in AC36 and Summernova Festival. This included a dedicated suite of resources to help businesses be more accessible, including top tips, a self-assessment, a guide to hosting accessible events, an access information for racegoers webpage, accessible maps and other resources.

Finally, the website included news and updates, a media centre, volunteering sign-up page, contact us and newsletter sign-up forms.

A range of tactics were undertaken to drive uptake of participation and business tools and resources, including monthly eDMs, B2B and B2C campaigns on social media, race-day updates on social media, video series and direct engagement with relevant stakeholders and target users. This included daily updates on Facebook and Twitter during the racing window.

Outside of the microsite, Auckland Unlimited AC36 CME team and Auckland Transport also worked together to develop Z-card brochures for racegoers during the event period. These served as a great engagement tool for City Skippers volunteers and were well received by information kiosks as well. Through the event period more than 20,000 were distributed.

### Highlights

- The **AC36 business and community toolkit website** had **112,000 visitors** between August 2020 and March 2021, with a total of **136,000 sessions** and an average time on page of 3:09 seconds.
- **13 eDMs** were sent to **11,129 recipients**, with an **average open rate of 40%** – which is double the industry average.
- The **Auckland Summer of Sailing with Brodie Kane campaign** reached **77,000 people**, earning 166,000 impressions and a total of **43,500 thru plays**.
- **Race-ready videos** reached 85,000 people, earning 182,771 impressions.
- **Race-day social media updates** reached **129,060 people** on race days between December 2020 and March 2021.

**Table 7: AC36 microsite user behaviour statistics**

### Overall user behaviour across site lifetime

	Users	Sessions	Page views	Pages per session	Average tim	Bounce rate
Aug 20	1,200	1,700	3,600	2.1	2:53	55.2%
Sep 20	2,400	3,100	5,600	1.8	3:09	55.0%
Oct 20	3,600	4,300	7,200	1.7	2:54	53.6%
Nov 20	12,200	14,600	21,300	1.5	2:58	52.7%
Dec 20	27,800	33,400	49,700	1.5	2:46	46.2%
Jan 21	30,000	34,200	45,200	1.3	3:37	45.3%
Feb 21	24,100	27,300	34,900	1.3	03:47	48.0%
March 21	14,800	16,900	22,000	1.3	03:00	55.4%
Total	111,900	135,600	189,300	1.4	03:09	48.75%

**Figure 21: Example of business dressing in situ**





**Figure 22: Examples of video content captures from the storytelling campaign**



**Figure 23: Example of social media**



### Lessons learned and recommendations

- To drive more engagement, develop a more significant B2B campaign to drive uptake of business resources, with a particular focus on paid search and SEO (Search Engine Optimisation). Do more direct engagement with key audiences, including workshops and seminars, webinars or other style meetings.
- Should a website of this scale be required in future, working with a digital development agency to scope the project and advise on and undertake required functionality is recommended.
- Where content marketing and social media is a priority for a future event, recommend creating event-specific social media channels, including a dedicated digital and social media resource to develop the strategy and content in the pre-planning and throughout the event period.

## 8.6 Stakeholder engagement

**Lead agency:** *Auckland Unlimited AC36 CME*

**Supporting agencies:** *Auckland Transport, Eke Panuku, Auckland Council, ACE, MBIE*

Stakeholder engagement was undertaken throughout all phases of the event, starting with the build work that was required for supporting event infrastructure right through to during the event period.

### 8.6.1 Stakeholder engagement approach

There were two key aspects to how stakeholder engagement was organised:

- A dedicated Stakeholder Manager as part of the AC36 CME team who worked with:
  - existing stakeholders, forums and channels (such as Eke Panuku's Wynyard Quarter Neighbours Forum, AT's stakeholder channels);
  - and the forums and channels that had been formed with a specific AC36 focus (such as ACKEP, and ACE).
- An AC36 stakeholder engagement strategy that recognised and built on existing relationships in key areas of AC36 activity, such as the Wynyard Quarter and Downtown residents, business and related groups (eg Local Boards and town centre and Business Improvement Districts (BIDs)).

The goal was to proactively identify and manage stakeholder risks, issues and opportunities (particularly concerning how stakeholders might be affected by crowds in the Last Mile, transport restrictions, noise levels, and their ability to capitalise on things like the racing happening on a course near them, activations like performers in their area and the business-dressing campaign etc).

The stakeholder engagement project focused on establishing and nurturing ongoing relationships with external stakeholders (eg businesses, residents, elected representatives, mana whenua and other event partners), particularly those within the Last Mile and areas where there could be impacts from on-land vantage spots and Summernova Festival events, to help ensure the successful delivery of the AC36 and associated Summernova Festival events and activations.

Its goal was to deliver high-quality, clear and consistent communications to keep stakeholders informed of the racing, other activations, likely disruptions (eg transport management, crowd levels) and how to capitalise on the opportunities presented by AC36.

Over time, positive relationships were established with relevant elected representatives, mana whenua representatives and key Last Mile stakeholders through a series of meetings and ongoing liaison.

The lack of a cohesive stakeholder database, and the privacy rules around sharing stakeholder information was a significant issue and caused additional workload for all key agencies. It is likely that this contributed to stakeholders feeling that they were dealing with too many agencies. Anticipating this issue and developing a shared database, which met privacy rules, would be recommended for future events.

A stakeholder database of more than 180 entities was created, with the names, contact details and other relevant information (such as their location / area of interest, type of organisation (corporate, hospitality, BID, residential)).



Collectively, at least 2,000 stakeholder communications pieces were sent out in the period immediately prior and during the event.

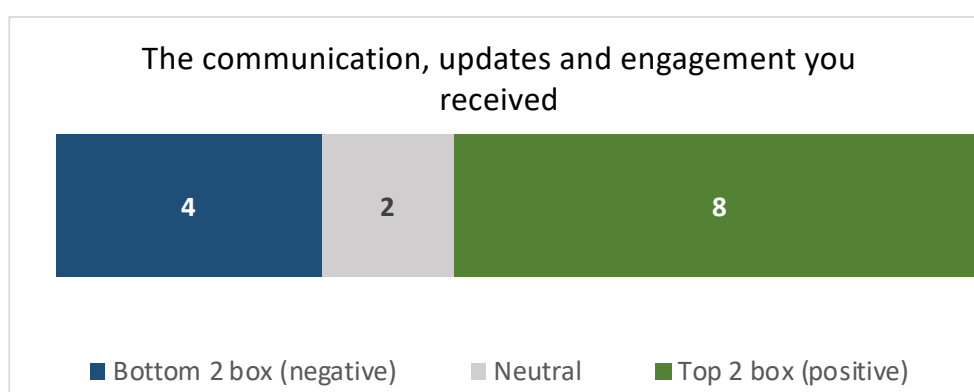
### 8.6.2 Impacted Local Board engagement

Before the event – a series of meetings were held and there was ongoing liaison; attendance and updates at Local Board cluster chairs meetings and Local Board meetings, quarterly written updates were sent out, and there was engagement through the Summernova Festival.

At event time, daily race-day communications were sent by the event-time *Media Messaging Group* to impacted local boards (Waitematā, Ōrākei, Waiheke, Howick, Devonport-Takapuna and Hibiscus and Bays) covering the race course in use, recommendations for where the public could view racing and management of local impacts.

In a post-event survey of local-elected representatives<sup>39</sup>, participants were asked to rate the communications, updates and engagement they had received from Auckland Council and its agencies over the event period. The results are shown in Figure 24.

**Figure 24 – Elected representatives assessment of the communication they received on race days**



More than half of elected representatives who responded were positive, with comments saying they had received plenty of helpful information, and/or felt their needs had been listened to and considered:

*"Really appreciated the comms. Thank you. That was a standout for me as an elected member."*

*"As a local board member, I received plenty of updates and information."*

*"Prior to cup, the organising body met with our local board and listened to our concerns. These concerns were relayed to the harbourmaster and to Fullers who then kept us in the loop with developments."*

More negative feedback was driven by a combination of factors – either a perceived lack of communication, insufficient local events or issues with traffic control measures:

<sup>39</sup> Auckland Council, 36th America's Cup Evaluation – elected representatives' feedback, 20 April 2021.

*"There were road closures in our area which drastically affected local businesses. They contacted me and [I] wasn't given a list of contact numbers to help with the problems. At one point all I could do was email CEO of AT. At the early stages of the planning with ATEED there were grand plans for traffic control measures, but these whittled down to no controls and no information."*

*"I did not think the communication was effective, as we had very little happening, arranged by Auckland Unlimited in our area."*

### 8.6.3 Impacted residents and business stakeholders

A key stakeholder group were the residents and businesses in the Last Mile in Quay and lower Fanshaw Streets and the Wynyard Quarter.

Using a UbiQuity online survey platform, research was conducted by Auckland Council<sup>40</sup> with external stakeholders who were affected by, or interested in, the 36th America's Cup (AC36) events and activities. Contacts included business (eg: Business Improvement Districts (BIDs), business associations and businesses) and residents (eg: residents' associations, body corporate representative) stakeholder groups in the areas which were most immediately impacted by AC36, eg: those in the Viaduct and Wynyard Quarter areas, in the downtown areas, along Tamaki Drive, Devonport, Takapuna other North Shore areas.

Note, the survey sample did not include Elected Representatives or mana whenua / iwi contacts, as feedback from these groups was sought as part of other AC36 research. The sample also did not include Auckland Transport's distribution list, as this was predominantly households – whereas this research targeted stakeholder groups.

Stakeholders overwhelmingly felt the AC36 had a positive impact on Auckland overall, with comments mentioning the positive atmosphere, increase in business footfall and revenue, long-term benefits associated with upgrades to infrastructure, and the exposure for Auckland as a destination.

Likewise, most felt the event had a positive impact on them and their business, residents or members, and that the benefits of hosting the America's Cup outweighed the disruption and negative impacts.

In terms of the most successful aspects of the event and its delivery, stakeholders mentioned the outcome (ie ETNZ winning), the on-water spectacle, event management, communications and the televised coverage.

Those with a more negative view mentioned the disruption caused by infrastructure upgrades and construction, road closures and disruption to normal activities during the event and/or the impact of COVID-19 on the eventual crowd numbers.

In terms of improvements and learnings, stakeholders requested more activities in the Cup Village, earlier engagement especially with businesses, a single point-of-contact, rather than several staff across multiple organisations and an improved system for managing parking and traffic disruption.

<sup>40</sup> 36th America's Cup evaluation – affected external stakeholders' survey results, 16 April 2021.

Stakeholders were asked for feedback on the communications and engagement with each of the various agencies involved in AC36. This was mostly positive, especially for the Wynyard Edge Alliance and Eke Panuku. Feedback was somewhat more mixed for Auckland Unlimited and ACE, and more negative for AT.

There was some confusion, however, among stakeholders about who they had dealt with – reflecting the number of agencies involved in aspects of AC36 delivery and leading to a recommendation for a single point-of-contact. Concerns had been raised from several stakeholders in the areas likely to be most impacted by AC36 in the lead up to the event about the lack of meaningful engagement and information being provided by ACE. This improved as more senior and experienced staff started with ACE in August 2020.

While most business stakeholders were aware of the 'Race ready for business' website and resources, few from this survey sample (which was skewed more towards corporate businesses) found them of much benefit.

#### **8.6.4 Transport stakeholder communication**

For Auckland Transport (AT) a key deliverable was effective and timely stakeholder and customer communications (in relation to transport). This was achieved through:

- Provision of transport-specific communications for customers attending or impacted by the event, noting that there were 1,000 households on AT's database.
- Collaboration with, and contribution to, 'joined up' communication to support event attendees.
- Collaboration with, and contribution to key stakeholder management (presentations, workshops, meetings with various key stakeholders, businesses, community groups etc).

Key results were:

- AT's engagement rates for paid social media and for digital advertising click-through for communications to customers travelling to and impacted by events were above average compared to other benchmark campaigns and increased throughout the events.
- The majority of AT's website traffic came via the official America's Cup website, followed by sponsored editorial content and digital advertising, as well as searching Google. Targeted application notifications to impacted customers were favourably received with a 'usefulness' rating above 80% (which is in line with other application notifications).
- AT's promotional banners (for best viewing locations) received positive feedback with the banner dismissed by less than 15% indicating a low level of intrusion for non-interested customers.

#### **8.6.5 Eke Panuku stakeholder engagement**

Stakeholder engagement was an important function for Eke Panuku leading up to and over the event. The aim was to work with existing residents and tenants to keep them informed, minimise disruption and maximise benefits that they could gain from the event.

Existing communications channels were utilised to distribute key messages and information to Wynyard Quarter stakeholders. This included regular Wynyard Quarter emails, and the Wynyard Quarter Neighbours' Forum. The information conveyed included:

- General event information to build excitement for, and buy in to, AC36.
- Event information that may have impacted residents and tenants.

- Event information which may have enabled tenants (in particular North Wharf tenants) to leverage the event for their business.
- Information on works programmes (such as toilet upgrades) which may have impacted residents and tenants.

The Wynyard Quarter Neighbours' Forum, a quarterly in-person forum, was used for regular updates on the WEA infrastructure works and event planning for AC36. Prior to COVID-19 these forums were held in person, moving to regular email updates from March 2020. As the event neared, two Wynyard Quarter Neighbours' Forums were held on 4 December 2020 and 30 January 2021.

The *Community Liaison Group* (CLG) meeting was initially established by WEA to update submitters to the Wynyard Hobson Resource Consent on infrastructure works. Once the infrastructure works were substantially complete, Eke Panuku took over the running of the meetings to provide updates on management plans related to the consent. These meetings were held in person up to March 2020, then moved to online zoom calls following COVID-19. Membership of the group was broadened out to include other impacted stakeholders in the Wynyard Quarter.

Eke Panuku also initiated and facilitated a number of regular stakeholder meetings, including North Wharf tenants and Wynyard Point stakeholders' groups, Halsey St/Jellicoe St stakeholders' group (ASB, Park Hyatt, Sanfords, Auckland Theatre Company) which met regularly in the lead up to the event. In addition, Eke Panuku facilitated additional stakeholder engagement opportunities for ACE with the wider Wynyard Quarter ground floor business community and with resident representatives from the Wynyard Quarter and Viaduct (Lighter Quay) residents. This was to ensure that these groups were being heard and engaged with, as while ACE had recognised the groups within their engagement plans they didn't have the knowledge or capacity to arrange the engagement.

The role of Eke Panuku in stakeholder engagement was significantly greater than initially anticipated due to the lack of detailed event information provided by ACE leading up to the event (and how this would impact Wynyard Quarter stakeholders, including businesses and adjoining landowners) and the lack of understanding by ACE of their role as Event Deliverers in terms of engagement. ACE engagement improved significantly once a dedicated Stakeholder Manager was brought on board in August 2020.

Significant time was spent with adjoining landowner Tramco (via Viaduct Harbour Holdings Limited) in order to address its concerns regarding access and crowd control due to lack of clarity around roles and responsibilities for the Last Mile. Tramco was also a key stakeholder in terms of resource consent conditions such as noise and lighting.

Eke Panuku also worked with North Wharf tenants to mitigate the impact of road closures on delivery of supplies. A number of refrigerated containers were housed in Jellicoe St carpark for North Wharf tenants to store additional supplies. The tenants contributed 50% of the container storage hire. Feedback from tenants was very positive and the containers were well utilised.

Eke Panuku also undertook two projects to support key stakeholders. This included a project on transport behaviour change and the development of Superyacht Packs.

### **Wynyard Quarter transport behaviour change**

Eke Panuku partnered with the Wynyard Quarter Transport Management Association (WQTMA) to undertake a project with Wynyard Quarter businesses on sustainability and transport behaviour change. The project consisted of two phases.

The first phase comprised of a travel survey for employees of 16 Wynyard Quarter businesses and a short business survey for each of the 16 businesses around transport infrastructure, such as end of trip facilities, car parking, fleet vehicles etc. Each business had the ability to add their own customised questions to the survey. The purpose of phase one was to obtain insights and data to inform business travel related initiatives leading up to and during AC36.

Phase-two included the review and analysis of the phase one AC36 employee travel surveys and workplace surveys from two of the businesses surveyed during phase one, followed by the development of a workplace travel plan for the two businesses identifying key travel patterns and trends. The travels established focus areas for the businesses and developed action plans along with monitoring and evaluation plans.

Priority measures were also identified which could be implemented across the Wynyard Quarter, not solely specific to a single business.

#### **Outcomes**

- One of the phase-two travel plan businesses is taking a three-fold approach focusing on three areas: the mobility system (the transport services / options available); the land use system (the proximity of services and facilities, infrastructure present eg parking); and the telecommunications system (digital options available to support virtual access). A number of actions have been identified within these focus areas which the business will look to roll out.
- The other phase-two travel plan business is focusing on centralised, coordinated communication and information; parking management; carpooling; and alternative travel options and access. A number of actions were identified within these focus areas which the business plan to progressively roll out.
- Both businesses in phase-two travel planning have specifically included an action around investigating opportunities to collaborate on and coordinate their actions to improve the roll out.

### **Superyacht Packs**

A large number of international superyachts were originally expected for the event period as part of the Superyacht Programme. It was intended that Superyacht Packs would be developed to provide a wide range of information to the vessel owners and crew to encompass areas such as marina rules and regulations, supplier information, provisioning and general information about Tāmaki Makaurau Auckland and Aotearoa New Zealand.

With the impacts of COVID-19 on the number of international superyachts that were able to enter the country, the plans for the packs were scaled back and developed in-house. Information was included from a number of partners including Tourism New Zealand, Eke Panuku, Auckland Transport, Auckland Unlimited and the New Zealand Maritime Museum. Approximately 12 packs were distributed.



## Outcomes

- The Superyacht Packs were well received by the vessels in Auckland over the 2020/2021 summer and will continue to be developed for distribution to international vessels in the Viaduct and Silo Marinas.

## Lessons learned and recommendations

- Ensure that it is the Event Deliverer's responsibility to lead event-specific stakeholder engagement, and to participate in existing stakeholder forums where they exist, by stipulating this within the event contract.
- It is recommended that a shared database, which meets privacy rules, is developed and that a single point-of-contact be established to avoid confusion among stakeholders.
- For future events, develop Superyacht Packs in advance so they can be distributed as vessels arrive into Auckland.

## 9. ENVIRONMENTAL SUSTAINABILITY

### 9.1 Programme overview

This section provides a summary of the range of environmental sustainability initiatives undertaken across AC36 event delivery partners. The overall goal was to ensure activity undertaken at the operational level contributed to driving awareness and behaviour change for long-term benefit. There was no workstream as such.

### 9.2 City operational practices

**Lead agency:** *Auckland Unlimited*

From the city operations perspective, wherever possible existing facilities were used for event delivery requirements as opposed to building temporary structures e.g. The Cloud and Shed 10 were used as a volunteer/security hub, furniture fittings and equipment were repurposed or borrowed from other Council organisations instead of purchasing new. This was in keeping with the operational sustainability principles set across the Host City operations functional areas.

Other sustainable solutions included:

- The promotional bunting used recyclable materials that were able to withstand the long event period as opposed to changing out halfway through due to wear and tear.
- Surplus catering was offered to security staff and/or homeless on or around Queens Wharf (outside the MEOC and volunteer hub).
- Surplus volunteer jackets, t-shirt, backpacks, hats, and water bottles were donated to charities.
- Gazebos, tear drop flags, tables, chairs, and other items used throughout the city activations programme were donated to various causes included charities, community groups, Council organisations and the Major Events team at Auckland Unlimited.
- Fireworks used on the Waitematā Harbour on the final race day were marine friendly, as required by the environmental health requirements in the resource consent.

These activities were funded by Auckland Council through the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21.

#### *Lessons learned and recommendations*

- In future, where possible, avoid adding dates to branding so assets such as signage, pop-up gazebos and clothing can be enduring should the branding or event continue. For example, in some cases clothing and gazebos which only have city branding can be repurposed for other events.

### 9.3 Environmental sustainability partnerships

Across the AC36 parties, there were a range of environmental and biosecurity initiatives undertaken:

- ACE undertook a number of biosecurity risk management and marine mammal protection initiatives as outlined in its Final Event report<sup>41</sup>. This included boat operators being provided information that set out the biosecurity requirements for vessels visiting the event, promotion of awareness of mammals within the Harbour, and the inclusion of messaging on the screens within the Cup Village, however this was replaced with messaging related to COVID-19.
- Auckland Council invested in additional infrastructure to protect the Hauraki Gulf and islands (increased cleaning stations and signage at the downtown and Devonport ferry terminals and boat ramps) and undertook a number of biosecurity enhancement programmes in conjunction with the Department of Conservation (for example: dog teams and ambassadors, students employed as biosecurity champions stationed alongside an advocacy trailer in the Cup Village), and the Ministry for Primary Industries (MPI) partnered with Auckland Council on the Pest-Free Hauraki Gulf (PFHG) Islands digital summer campaign.)
- Biosecurity messaging was provided on the official AC36 website (AC36.com) and the Hosts' microsite; in messages to boaties via the registered spectator fleet and in material provided to superyachts by Eke Panuku.

Other partnerships which were intended to take place in the Cup Village over the event were an Education for Sustainability showcase developed by Yachting New Zealand (YNZ), and a partnership between COR and the Sir Peter Blake Trust (BLAKE) to spotlight the environmental challenges of the Hauraki Gulf.

#### **Education for Sustainability showcase at the Cup Village**

The full potential of the Education for Sustainability showcase developed by Yachting New Zealand was not delivered. Funding could not be secured to deliver the project nor space within the America's Cup Village to deliver this showcase.

The collaboration was developed by YNZ, to be co-hosted with the Event Deliverer, Department of Conservation and the Auckland Council Sustainable Schools team. The framework for the showcase has been positioned by YNZ for potential inclusion in future programming activity.

Sea Cleaners displayed an information station to promote Ocean Health within the Cup Village in partnership with Royal New Zealand Yacht Squadron.

#### **BLAKE environmental sustainability activity**

The Sir Peter Blake Trust (BLAKE) was established in 2004 and is dedicated to continuing Sir Peter Blake's environmental leadership legacy. Each year BLAKE aims to inspire thousands of young New Zealanders to care for the environment through activities and adventures that encourage environmental awareness and leadership and instil a deeper sense of kaitiakitanga within them.

BLAKE aimed to leverage the America's Cup as a great opportunity to highlight the Hauraki Gulf and the environmental challenges it faces. BLAKE agreed with the Challenger of Record (COR) to become an environmental sustainability partner in Aotearoa New Zealand in advance of and during the Prada Cup. Full details of outcomes achieved are available in the *36th America's Cup Leverage and Legacy Report*.<sup>42</sup>

<sup>41</sup> *America's Cup Event Limited Final Event Report*, ACE, June 2021.

<sup>42</sup> *36th America's Cup Leverage and Legacy Report*, collated by MBIE and Auckland Unlimited on behalf of Crown and Council agencies, August 2021.

The partnership with COR was scheduled to begin within the Cup Village for the World Series regatta in Cagliari in April 2020 (which was then cancelled due to COVID-19), where content would have also been used to promote and make connection to the America's Cup event in Auckland.

Unfortunately, due to COVID-19, cuts were made to COR budgets, and as a result, the environmental sustainability efforts were discontinued.

BLAKE subsequently liaised with ACE who agreed to host a small site in the Cup Village in which BLAKE used virtual reality headsets to play a four-minute narrated film using 360° video shot underwater in the Hauraki Gulf, to celebrate the wonder of the gulf and discuss some of the environmental challenges it faces.

The site was installed immediately prior to the AC36 Match in March 2021 and was open each day for people to experience the video. BLAKE estimates close to 1,000 people viewed the video, with most of audience being families over the weekend days of the regatta. The costs of the exhibition were covered by BLAKE.

## 9.4 Water quality

Litter is a major risk to people, culture, environment and economy, especially when it enters the marine environment.<sup>43</sup>

It was expected that AC36 would bring with it increased waste on both land and water. Auckland Council requires all events to have a waste management and minimisation plan.

ACE's waste management and minimisation plan included the use of compostable packing by all food vendors in the AC36 Village, and that the provision of effective waste management on land and education would be key to reducing the chance of litter entering the marine environment directly or through the stormwater system.

Auckland Council's Waste Solutions team worked with ACE and Clean Events (the waste management company appointed by ACE) to install a three-bin collection system in the AC36 Village for three waste streams (general waste, recyclables and compost/food waste).

On water, the presence of a large number of spectator boats was anticipated to bring with it the potential for increased litter and waste on water, generated through the consumption of food and drinks on-board vessels and sewage. Waste Solutions provided a waste minimisation guide to ACE to distribute to boaties but this was unfortunately not used in ACE's communications (see Section 9.5.2 for the description of ACE's communications).

### **Marine litter agencies**

There are three agencies which track or are contracted to track and/or dispose of marine litter in the Viaduct and Waitematā Harbours and the Hauraki Gulf. Each has a different operating, methodology and reporting approach.

The longest-operating group is the Sea Cleaners Trust, which has operated for more than 20 years under different configurations or as different entities in Northland and Auckland, on both the Waitematā and Manukau Harbours, creeks, estuaries and coastlines. Sea Cleaners predominantly use boats to collect marine litter, and now has a fleet of six boats and crew. Sea Cleaners currently reports its activities as consolidated litter volumes to Auckland Council on a quarterly basis.

<sup>43</sup> Sustainable Coastlines.org, a New Zealand charity that developed the *Litter Intelligence* Report with funding from the Ministry for the Environment's Waste Minimisation Fund.

Sustainable Coastlines is a more recent New Zealand-wide organisation providing beach clean-ups predominantly from land, as part of the increasing interest in Citizen Science<sup>44</sup>. Sustainable Coastlines collects detailed data on the type and quantity of litter which contributes to the *Litter Intelligence* Report.

Sea Bins are litter traps operated by VHHL in the Viaduct Marina which they manage. No records are kept of the amount and nature of the litter.

Other than the Sea Bins located in the Viaduct Harbour, the approach to the location of 'clean-ups' is more dependent upon wind and tide, and the enthusiasm of local on-the-day volunteer communities than it is tied to a fixed roster. While this reflects the natural and social reality, it makes data comparisons between years and agencies, and the attribution of causality almost impossible.

### Sea Cleaners

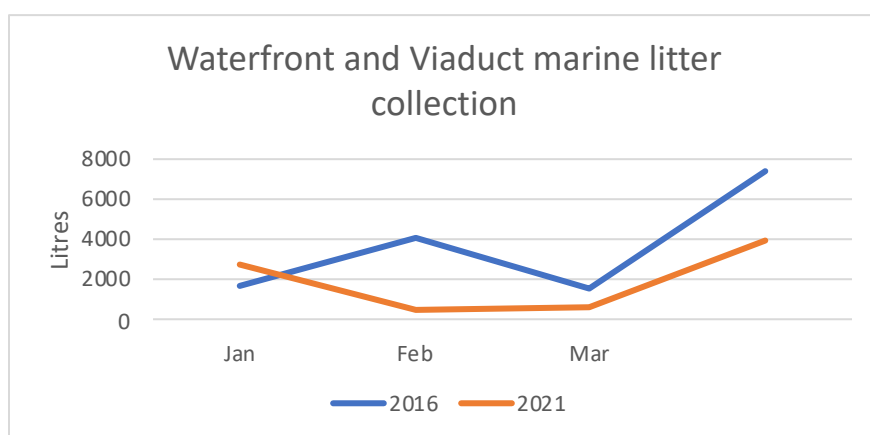
The Sea Cleaners Trust is contracted by Auckland Council to provide marine litter collection and education services in the Waitematā (including the Viaduct Harbour and the Auckland waterfront), the outer Hauraki Gulf and the Manukau Harbour. Services include day-to-day general clean-up activities on coastlines and estuaries, marine litter collection and partnerships with the community.

While Auckland Council funds this service, the cost has not been attributed as an AC36 in the local Government operational cost tables in Table 2 and Table 3 in Section 3.7.

ACE also commissioned Sea Cleaners to operate its vessels as part of the on-water marshal fleet on race days.

An analysis of Sea Cleaners marine litter collection data from the 2016 summer months<sup>45</sup> and the 2021 summer months<sup>46</sup> (in Figure 25) revealed that there was a reduction of 53.47% in the amount (in litres) of litter collected in the first three months of 2021 (3,930 litres) than the comparable period in 2016 (7,350 litres).

**Figure 25: Sea Cleaners Trust data comparisons for 2016 and 2021**



<sup>44</sup> Citizen Science is a term used to describe the collection and analysis of data relating to the natural world by members of the general public, typically as part of a collaborative project with professional scientists.

<sup>45</sup> Data sourced from Watercare using reports provided by Haydens' Harbour Clean Ltd for waterfront, Waitematā and inner Gulf islands.

<sup>46</sup> Data supplied by Sea Cleaners Trust for the waterfront, Waitematā and inner Gulf islands.

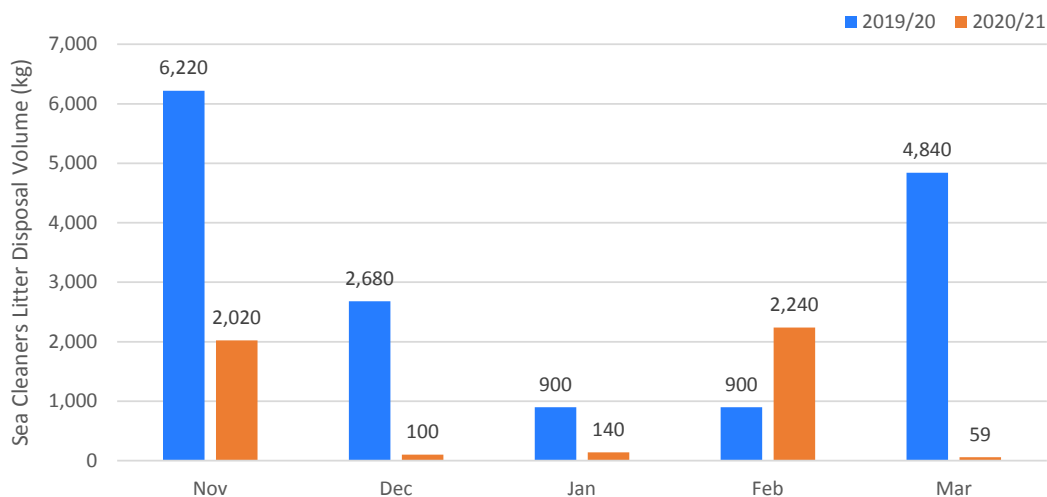


Data was also obtained on the amount (by weight) of waste which Sea Cleaners sent to the transfer station over the period November to March in both 2019/20 and 2020/21. In total there was 4,500 tonnes of litter disposed of in 2020/21 compared with 15,540 tonnes for the equivalent period in 2019/20, a reduction of almost 66%.

Figure 26 shows the decrease in the amount of litter disposed of by Sea Cleaners by weight by month.

However, as Sea Cleaners report that they spent fewer days collecting litter over the current summer as their boats were deployed as marshal boats on race days, the reduction in litter collected and disposed of may be the result of the reduction in litter collection activity over the race periods rather than a reduction in marine litter per se.

**Figure 26: Sea Cleaners Litter Disposal Volumes in 2019/20 and 2020/21**



Sea Cleaners also operated an education activation in the AC36 Cup Village and ACE produced a video on Sea Cleaners which was distributed on social media, both of which are likely to have contributed to the awareness results noted in Table 8.

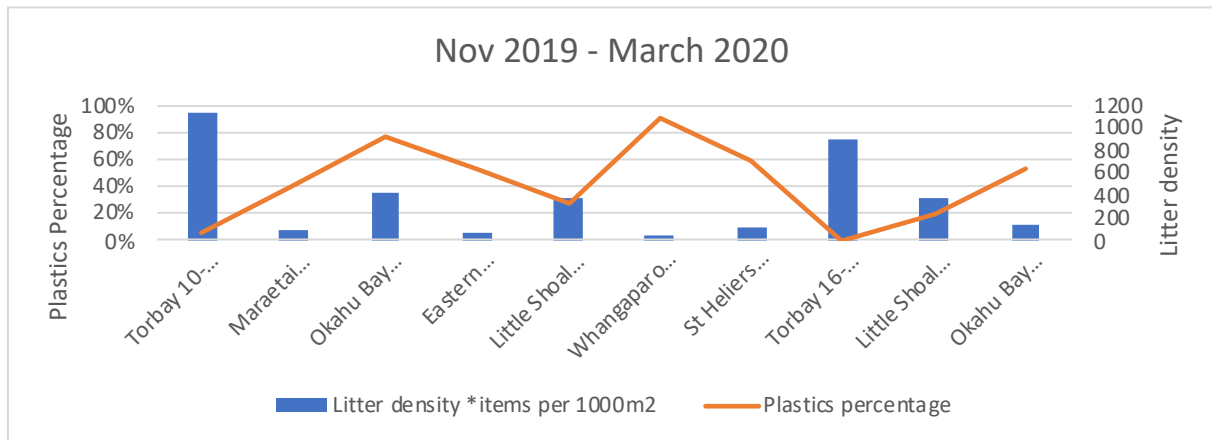
### **Sustainable Coastlines**

Sustainable Coastlines was an event partner in Auckland Unlimited's Summernova Festival activations, which included education stations at Maraetai Beach (one of which coincided with a race day using Course E), public workshops on topics ranging from sustainable fashion and zero waste cooking, and beach cleans-ups (with more than 1,050 Aucklanders engaged and 4,750 litres of litter collected).

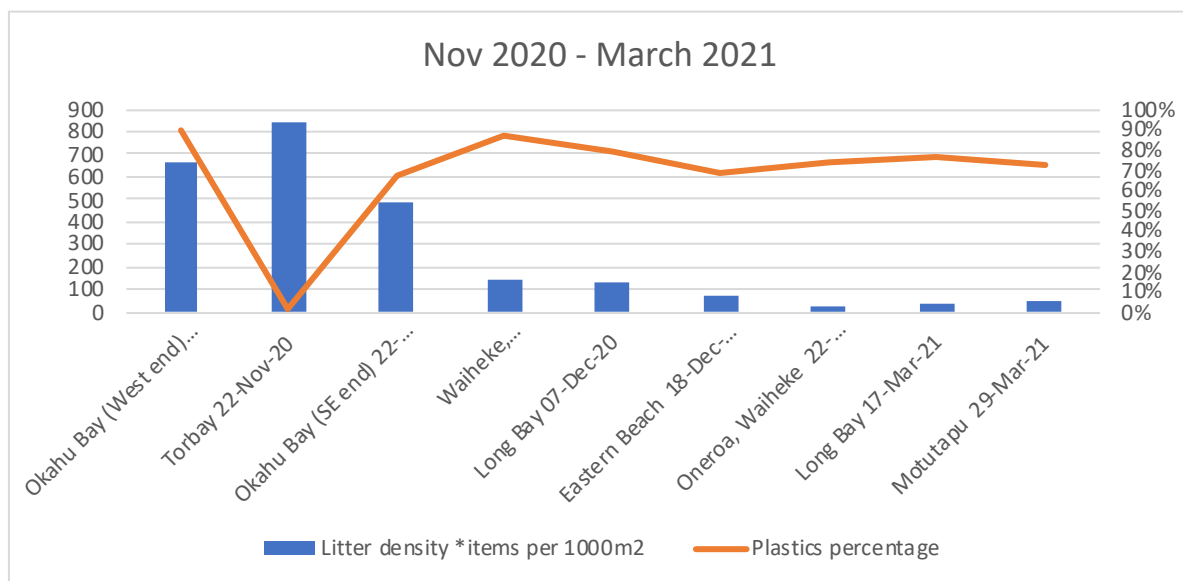
Figure 27 shows the data from the *Litter Intelligence* report for the summer of 2019/20, whereas Figure 28 shows the data from the summer of 2020/21.

The cost of Sustainable Coastlines involvement in the Summernova Festival is included in the local Government operating costs in Section 3.7.

**Figure 27: Data from the *Litter Intelligence* report for 2019/20**



**Figure 28: Data from the *Litter Intelligence* report for 2020/21**



## Sea Bins

Sea Bins are operated by Viaduct Harbour marina at three sites in the Viaduct Harbour. VHHL report that no noticeable difference in the type or increase in the quantity of marine litter collected was observed during the 2020/21 summer months<sup>47</sup>.

**Figure 29: Sea Bins' signage in Viaduct Harbour**



## Outcomes

While a full assessment of the impact of AC36 on water quality was unable to be measured due to a lack of consistent data (including different locations, definition and methodology), the following general statements can be made:

- There were a number of initiatives funded by Auckland Council and supported by ACE to minimise any adverse impact on water quality associated with AC36 events.
- There was no apparent adverse impact from AC36 on water quality in the Viaduct Harbour, the Waitematā Harbour in proximity to race courses or in the Hauraki Gulf. All data sources noted that litter volume is primarily influenced by wind, tide and rain. Under very high tides, litter is lifted off beaches and up into creeks; winds drive the litter in different directions; and in heavy rain litter is washed off streets into the stormwater system and into the harbour.
- The extension of the Daldy Street stormwater outfall during the AC36 construction phase has had a positive impact on water quality in and around the water adjacent to the 'old tank farm' (Wynyard and North Wharves) which is where the outfall used to discharge. However, overall water quality in the Waitematā Harbour has not been improved by the extension, because the same volume of discharge has just been extended further into the harbour.

Other than Sea Bins, these activities were funded by Auckland Council through a mix of the City Planning and Integration budget allocation to Auckland Unlimited in 2019/20 and 2020/21 (Sustainable Coastlines), and Environmental Services baseline budgets (Sea Cleaners). Sea Bins is funded by VHHL / Viaduct Marinas.

<sup>47</sup> Pers Comms – John White, Marina Manager, Viaduct Harbour, 6 April 2021.

## 9.5 Marine biosecurity

This area encompasses biosecurity operations and education and communications, including the Pest-Free Hauraki Gulf (PFHG) Islands' digital initiative, waterfront biosecurity champions, and marine biosecurity champions.

Collectively, these activities were funded by Auckland Council through baseline budgets in Environmental Services in 2020/21 (\$112,000 including allocation of the Natural Environment Targeted Rate), and by the Department of Conservation (DOC) (\$164,200) and the Ministry for Primary Industries (MPI) (\$10,000).

### 9.5.1 Biosecurity operations

**Lead agency:** *Auckland Council, Environmental Services*

**Supporting agencies:** *Department of Conservation (DOC)*

A number of Hauraki Gulf Islands are pest free, and act as a safe haven for indigenous biodiversity and remnant ecosystems in the Auckland region. Motukorea, Rangitoto and Motutapu are some of those islands (all are officially pest free). They are popular sites for visitors, not only via ferry but also with private and recreational boat owners and users.

The AC36 event, occurring during summer when visiting islands is at its peak, meaning even more people out on the water, and more risk of pests being introduced. Auckland Council invested in a number of biosecurity enhancement programmes in conjunction with DOC.

The surveillance programme has been designed to:

- enhance regular checks for the presence/absence of terrestrial pests on Motukorea, Rangitoto and Motutapu
- raise awareness amongst boat users going to or near Hauraki Gulf islands through advocacy and education.

Auckland Council's biosecurity dog team, in conjunction with their DOC counterparts, travelled to Motukorea, Rangitoto and Motutapu on a regular schedule to inspect the islands at key locations.

They also approached boat owners at the wharves and on the water in strategic locations to ensure proper procedures were being adhered to, around checking for pests when packing gear prior to departure, not allowing any dogs present on boats to go on land at the islands, and behaviours and actions to be avoided when on the islands.

As part of the relocation of SeaLink Ferry from Jellicoe Harbour to Wynyard Wharf West, a wash-down facility was installed, funded by Auckland Council. The facility ensures that vehicles travelling to Great Barrier and other islands within Hauraki Gulf can meet the stringent hygiene requirements to keep Aotearoa New Zealand's islands and pristine environments pest free.

Key deliverables were:

- at least five surveillance rounds (with dogs, on key islands and at key wharves)
- advocacy and education to accompany each of those rounds at the wharf and on islands
- consistency of inter-agency approach – ie collaboration with DOC
- compliance work with boat owners regarding transporting of pests and landing on islands.

### Highlights

Surveillance rounds were carried out on the pest-free inner gulf islands, starting with Motukorea, Rangitoto and Motutapu – these involved dogs and dog handlers going to the islands and walking the high-risk areas to check for any sign of rodents (as the most likely pests to end up on the islands) that may have been able to get there via the influx of spectator craft and recreational boat owners. These inspections were a collaborative effort between Auckland Council and DOC.

At the same as doing the surveillance, while out on the water between islands, the teams were educating boat owners with dogs present on board about which islands dogs were permitted to land on.

When the Cup Village was open (depending on COVID-19 Alert Levels) students employed as biosecurity champions were stationed alongside a biosecurity advocacy trailer, and dog handlers were there with their dogs to support this.

At other times, students were at strategic ferry departure points, talking with passengers about the importance of protecting the islands in the gulf and the simple things they could do, like checking luggage for stowaways once packed, cleaning their shoes and gear etc.

Zero presence of pest animals was detected during surveillance on islands at the conclusion of AC36 racing.

These activities were funded by Auckland Council and DOC.

### Lessons learned and recommendations

- For future maritime events where an enhanced biosecurity operation is being delivered, ensure that a consistent approach and level of activity is taken by agencies so it remains visible to the public in the venue, on ferries and to boat owners. This includes ensuring consistent messaging is provided through the Coastguard and the Harbourmaster.

## 9.5.2 Biosecurity education and communication

**Lead agency:** *Auckland Council, Environmental Services*

**Supporting agencies:** *Department of Conservation (DOC), Ministry for Primary Industries (MPI), Hauraki Gulf Forum (HGF), AC36 MCE, Eke Panuku, ACE*

A key objective agreed between ACE, Auckland Council and MBIE during the event-planning phase was the use of AC36 to raise awareness of important environmental issues affecting Auckland and New Zealand. This included educating event attendees about the impact of marine and island biosecurity risks and issues, and the inclusion of environmental sustainability messages in and around the event.

The key outcome being sought from these initiatives was to give effect to behaviour change for a longer-term benefit.

A range of platforms and messages were used to convey biosecurity and environmental messaging during AC36.

This included:

- A Pest-Free Hauraki Gulf (PFHG) Islands digital summer campaign, as shown in Figure 30, which was included in volunteer guides and on related AC36 and agency websites and email signature blocks.



- all boat operators visiting the Auckland Marinas and registered spectator fleet were provided information setting out the biosecurity requirements for vessels visiting the event
- promoted awareness of mammals within the Harbour through the Marina Teams, America's Cup website and stakeholder engagement channels.
- the intention had been to also have messaging on the screens within the Cup Village however this opportunity was lost due to COVID-19 public messaging requirements.

[illegible]

[pestfreeaurakigulf.org.nz](http://pestfreeaurakigulf.org.nz)

**Figure 31: Extract from an ACE email to the registered spectator fleet****INTERACTION WITH MARINE ANIMALS**

*The event and all teams take the protection of the biodiversity of the marine life of the Hauraki Gulf as a priority every day they go on the water.*

*If you are part of the Event spectator fleet, be aware that you may see or have a close encounter with one of the different species of marine mammals that inhabit the Hauraki Gulf. If you do, you should:*

- *Please ensure that you operate your vessel with 'respect' to marine animals that you see and keep your distance.*
- *Be kind to the marine animals – any behaviour intended to harass, disturb or feed marine animals is unacceptable.*

**Outcomes**

The effectiveness of the environmental advocacy initiatives was evaluated through the inclusion of targeted questions in the public attendee and volunteer post-event surveys<sup>48</sup>. The results of this research in Table 8 showed that:

- 25% of public attendees and 46% of volunteers recalled seeing messaging about island and biosecurity connected to the event. Around 60% of public attendees and volunteers who saw this messaging said it had improved their understanding of marine and island biosecurity issues.
- 25% of public attendees and 60% of volunteers recalled seeing messaging about environmental sustainability connected to the event. Around 60% of public attendees and volunteers who saw this messaging said they were likely to do more to protect the natural environment.

While the results of the environment and biosecurity initiatives in effecting a behavioural change are inconclusive in the short term, the fact that 63% of those who did see them felt their understanding of the issues had improved because of what they saw and 56% will be more likely to protect the natural environment as a result, is encouraging in the longer term.

48 36th America's Cup Impact Evaluation Report, Fresh Info, 30 June 2021.

**Table 8: Awareness of environmental issues**

Source: Fresh Information post-event surveys of public attendees and volunteers

SHARE OF RESPONDENTS ...	PUBLIC ATTENDEES	VOLUNTEERS
Who recalled seeing messages about marine and island biosecurity connected to the event	25%	n/a
Whose understanding of marine and island biosecurity issues improved due to the messages they saw	63%	n/a
Who recalled seeing messages about marine and island biosecurity in their training materials	n/a	46%
Whose understanding of marine and island biosecurity issues improved due to the messages in their training manuals	n/a	57%
Who recalled seeing messages about environmental sustainability connected to the event	25%	60%
Who are likely to do more to protect the natural environment because of the environmental messages they saw	56%	61%

### *Lessons learned and recommendations*

- It was difficult to integrate longer-term biosecurity planning into the broader wayfinding considerations for the waterfront. In future infrastructure projects, it would be beneficial to integrate all the planning at an early stage to find where potential synergies may be established.
- To ensure a meaningful co-design process, projects needed to allow a much longer period and have a clear timeline when working with the Mana Whenua Kaitiaki Forum.
- Ensure a consistent approach is taken to biosecurity messaging, including content distributed to agencies such as the Coastguard, Harbourmaster and through Event Deliverers' key channels to market. Build on the social media campaign for the Hauraki Gulf Marine Park by developing a new campaign theme that relates to the Marine Park using storytelling about conservation outcomes.

# SUMMARY AND CONCLUSIONS

AC36 was a successfully delivered event for the participants, the Event Deliverer, for Tāmaki Makaurau Auckland and for Aotearoa New Zealand.

AC36 was delivered, with spectators, at a time when very few other events could take place anywhere in the world, because of the global pandemic. The broadcast made Tāmaki Makaurau Auckland and Aotearoa New Zealand look incredible the world over. There were few incidents on land or on water. As a whole, the event enhanced New Zealand's reputation as a destination and as a place to host major events.

Record numbers of people tuned in from around the world to watch the gravity-defying AC75s fly across the Hauraki Gulf, and New Zealanders came out in the tens of thousands to show their support for not only ETNZ but the visiting Syndicates.

The improvements to Tāmaki Makaurau Auckland's waterfront, specifically the Viaduct Harbour and Wynyard Quarter areas, have created attractive public spaces for residents and visitors, further improved the connectivity between land and sea, and provided facilities that can be used to host future major events. AC36 has also contributed to an increase in event-delivery capacity and capability for the New Zealand staff and volunteers involved in the event, as well as the various public and private-sector stakeholders.

Following Emirates Team New Zealand's successful challenge for the 35th America's Cup (AC35) in Bermuda in 2017, the 36th America's Cup (AC36) was scheduled to take place in Tāmaki Makaurau Auckland in Aotearoa New Zealand. Over a four-year period, the 36th America's Cup was a mammoth, collaborative, multi-agency work Programme for the Hosts between Crown, Auckland Council and mana whenua to support Event Deliverer, ACE.

AC36 was not just another 'major' event; it was seen as a once-in-a decade event for Tāmaki Makaurau Auckland requiring a full Crown and Council-wide collaborative effort to deliver. Unlike a ticketed event at a contained venue with gates and known crowd attendance, AC36 was full of variables which created many challenges for delivery planning. These unknown quantities included examples such as:

- Ensuring Auckland could still function with a major event taking place in the middle of a working harbour and bustling city.
- The event venue was on land, on water and in the air.
- Race days, start times and which course used could not be confirmed until the day. Therefore, it was impossible to guarantee start times, locations or if the event would go ahead on any given day to volunteers, security providers and other partners (eg catering, activations).
- The flow-on effect of the course location and race timing had implications on-land and on water across many services – eg public transport, emergency services.
- It was unknown how many people would come to the event, where or how they would watch it (on land, on water, online, television etc).

- Racing might start and then get abandoned due to weather conditions or unforeseen circumstances (eg the capsizing of American Magic's boat *Patriot*).
- The ongoing challenges and impacts of COVID-19, including awareness Alert Levels changes could occur at any time.

Very complex events (especially one like the America's Cup, which has no handbook for delivery and is effectively built from the ground up each time) always provide lessons for each party – delivery agencies, Crown, Council, other stakeholders – to learn from for future events. AC36 was no exception, and there is always a way to do things better. This report canvassed a number of these points and identified lessons learned. These lessons learned should be read in the context of a successfully delivered event.

The role of Crown and Council as joint Hosts, and their agencies, is well covered in the report. This included the roles and outcomes Host agencies were directly responsible for delivering, such as facilitating border entry, linking with agencies that have responsibility for national security and public safety, managing the impact of the event on a busy city and working harbour, and running the City's Summernova Festival to broaden the event platform to enable more Aucklanders to participate. It also included the areas where Hosts stepped up to support ACE and ensure a safe and successful event.

Many of the lessons identified here will be transferable to any other event of scale, and have been captured within this report. Examples include:

- having a less complex governance structure
- the importance of traditional contracting with clarity on roles and responsibilities and the standard expected of deliverables
- the importance of resourcing, both at a governance level and where specialist skills are required within the event delivery agency
- planning for the transition between different programme phases eg infrastructure to event delivery
- the coordination between an event and the city in which it is run.

The report also has specific examples connected with AC36 that can act as useful 'case studies' for future event delivery, such as:

- On-water planning – notably resourcing (marshal boats and marshals, and spectator communications liaison on the OWOC), staffing the OWOC, and the establishment of enhanced communication (such as between the Race Director and other parties).
- Communications – with dedicated resource for each party having direct lines of communication on specific aspects of work (such as, for AC36, Hosts having access to the Challenger of Record and participating teams for operational planning, community engagement opportunities and tourism experiences).
- The Event-Permit process – which in this case established a new tool (an interim permit) to allow early pack-in to progress.



- Crowd modelling, management and monitoring – where insights into the challenges of a long thin, porous venue with pinch-points, the placement of activities that have long dwell times (such as screens), the improved crowd-monitoring systems now in place, and the importance of over-flow and contingency venues in close proximity may assist future events held in this same venue.
- COVID-19 – establishing a special, multi-agency COVID-19 expert working group to support ACE in developing robust COVID-19 preparedness and management plans to support the operational delivery of the event within the different Alert Levels. While this was resource intensive for senior experts on the *AC36 COVID-19 Working Group*, it was critical to ensuring that ACE was able to get an Event Permit and deliver a safe event. This will provide valuable lessons for future events held during a time of a significant health threat.

Again, while this report has (necessarily) focused on lessons learned for future events, the delivery of AC36 during a global pandemic remains an achievement that ACE, ETNZ, COR, mana whenua and Hosts should be proud of, and which has left an enhanced waterfront for Aucklanders, New Zealanders and visitors to enjoy for many years to come.



