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Auckland Domain/Pukekawa Event Guidelines

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PURPOSE:

To support Auckland Council decisions relating to events in Auckland Domain/Pukekawa. This is a reference document that includes the provisions of the legislative and planning framework that needs to be considered in assessing events in the Domain.

1.0 BACKGROUND / CONTEXT:

The Auckland Domain/Pukekawa (domain) is the city's oldest park. It is spacious and diverse. Covering 75ha, the park has been developed around the cone of an extinct volcano and the tuff rings can be seen in the land contours and forms a natural amphitheatre.

The park includes about 10 hectares of sports fields and is home to the Auckland War Memorial Museum and the Wintergardens. Other features include a grandstand, kiosk, duck ponds, band rotunda, formal gardens, nurseries and large green open spaces edged by mature trees, bush walks and artworks.

The domain is currently in demand for a range of events due to its central location, large capacity, easy access from public transport, limited adjacent residents and good accommodation and foodservice offerings in the wider area.

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There are a number of statutory documents that guide the management of the domain. These include the Auckland Domain Act 1987, the Auckland Domain Management Plan 1993 and the Auckland Unitary Plan (Operative in Part).

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On review of these documents there is not a unified approach to events in the domain. The Auckland Domain Act applies restrictions to events being held on the cricket ground while the Unitary Plan limits the number of large scale events to three in the whole of the domain¹.

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Both the Auckland Domain Management Plan and the previous District Plan acknowledged the popularity of the domain as a venue for large-scale activities. The Auckland Domain Masterplan also includes a key principle to improve the domain as a recreation and event destination.

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This guideline has been prepared for the Auckland Domain Committee to provide some clarity around the assessment of events taking into account the significant heritage status of the domain and the council's desire to consider a managed increase in the use of the domain for events. The guideline is to be read in conjunction with the domain statutory documents as outlined in detail in Appendix 1.

Deleted: The District Plan's rule 9.8.1.9 (additional controls for large-scale public performances in the Auckland Domain) provides flexibility for public performances recognising the Domain's role as a focus for large-scale activities.

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1.1 EVENTS REQUIRING COMMITTEE APPROVAL:

An event that requires a land owner approval from the Auckland Domain Committee will:

- Be ticketed and/or

¹ It appears that the original restriction on the cricket ground (with events of no more than 7 days duration and no more than 20 days in a year) may have been translated over time to become a restriction of three events for the entire park. Or this may have resulted from the historic three large events that did take place in the Domain being Christmas in the Park, Opera in the Park and Symphony under the Stars. Auckland City Council allocated the three large-scale events through a public tender process.

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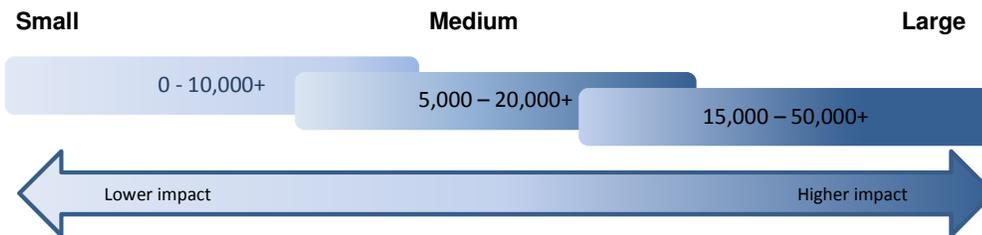
- Take place over multiple days (more than 48 hours) including pack in and pack out and/or
- Require an authorised road closure

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There are a number of factors that will influence whether an event is considered large-scale. This cannot be quantified by number of attendees alone. The following need to be taken into account and are more detailed in the landowner assessment criteria:

- scale and intensity of the activity which correlates to the numbers attending, the extent and resilience of the space they will occupy and how they will move through the site
- extent of supporting infrastructure and where this is placed
- the duration and timing of the event

The following pictorially depicts the range of numbers that may constitute a small, medium and large scale event, recognising that the impact on the park will be on a continuum that takes into account the range of factors mentioned above.



1.2 HERITAGE VALUES:

The whole of the domain is scheduled in the Auckland Unitary Plan (Operative in Part) as a Category B historic heritage place with additional rules for archaeology and as a place of Māori interest or significance. In addition, there are also individually scheduled items within the domain, which include the bandstand, grandstand, kiosk, wintergarden, and the Auckland War Memorial Museum and Cenotaph. Other significant areas within the scheduled extent of place of the domain are all monuments, Pukekaroa (the pa site near the sports fields), recorded archaeological sites, the pond, and heritage trees.

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The Auckland Domain Management Plan recognises the site's significant cultural and historical landscape and that the historical structures and archaeological sites are vulnerable to activities. It also includes a map and list of the domain's notable trees.

A tree plan prepared for the domain notes the composition of the vegetation is a unique blend of native and exotic species that are representative of those planted by Maori, European settlers (in particular the Auckland Acclimatisation Society) and foreign guests to the country. The domain's 16ha of contiguous forest habitat is also the largest continuous forest in central Auckland.

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In regard to the impact from events on trees, the tree drip lines are the most vulnerable areas, compaction by foot traffic and vehicle movement causes damage to small diameter roots and feeder roots. The impact may not be seen immediately, may result in poor vigour over time, and less resistance to pathogens and pests.

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1.3 RECREATION AND USE:

As outlined in the management plan the domain is a high profile, centrally located green open space that is in constant demand as a venue for passive and active recreation.

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Many sports organisations have historical links to use of the domain sports fields, from as early as 1890. The fields are heavily used in summer by cricket, sub football and athletics and in winter by rugby, league and football. In addition to this official use, the fields also get high use during the week by social groups, students and the general public. These overflow from the sports areas to the passive areas on a regular basis. There is a planned upgrade of the lower six fields from soil fields to sand fields scheduled in 2020/21. This will increase the capacity of the fields to cater for greater playing hours and numbers, but in turn make these more vulnerable to event use.

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The domain is an established destination for passive recreation with large visitor numbers to the Museum, the Wintergarden and the area around the duck pond. Groups and individuals are attracted to the domain for its varied and tranquil settings, its expanse and views across the city. There are numerous tracks through the park's bush areas that are popular with walkers and runners.

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The domain has been recognised as an excellent venue for large-scale events. Over the years the domain has been host to a number of annual large-scale events such as Christmas in the Park and more recently the Arts Festival. There are also numerous smaller-scale events that occur on a relatively regular basis, such as Music in the Parks, weddings, corporate and school events. The masterplan notes use of the domain appears to have significantly increased over the last 10 years with key pressure points being major events and vehicle use.

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The roads through the domain provide an important link between the city and Parnell and the eastern suburbs, particularly with the closure of Grafton Bridge to cars. While through traffic is considered secondary in the management of the domain, any road closures have the potential to have an impact on the surrounding road network and will be assessed by Auckland Transport (AT).

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In the planning for and assessment of event applications consideration also needs to be given to the multiple access points into the domain, the limited lighting (it is not always easy to gain a sense of orientation in some areas) and the intensification of development in the surrounding area that will require increasing consideration of neighbours.

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Future infrastructure renewals and upgrades in the domain should take account of event use, such as recognising main access points from public transport routes, and where possible provide such improvements as power supply, fire hydrants, etc.

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2.0 LAND OWNER APPROVAL OBJECTIVES:

- To improve the domain as a recreation and event destination (key principle in the draft Auckland Domain Master Plan),
- To achieve an appropriate balance between the regular passive and active recreation use of the domain and use of the domain for events,
- To realise the benefits provided by events with minimal adverse cumulative effects on the facilities, regular use and enjoyment of the domain,
- To realise the benefits provided by events which provide improvements to the domain in line with approved plans, and
- To identify areas of the domain where events should be restricted or prohibited.

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2.1 LAND OWNER APPROVAL PRINCIPLES:

- Applications for large-scale events will be considered on a case by case basis and applicants must demonstrate why the domain is the most appropriate location, and include all other venue options that have been considered, including dedicated event spaces.
- Preference will be given to events that are generally publicly accessible and to events that are free of charge or not-for-profit, align with the Auckland Major Events Strategy or the Auckland Events Policy 2013, and with no or minimal impact on general use of the domain.
- Events are to be located to avoid the significant heritage areas, being the Auckland Museum War Memorial Cenotaph and Court of Honour (unless this is related to a commemorative or civic event), and other heritage sites including the Pukekaroa Pa. Event signage should not be attached to any heritage item within the domain's scheduled extent of place.
- Events are to be managed and timed to minimise disruption to:
 - passive and casual park users;
 - seasonal requirements of committed sports users and maintenance requirements (particularly cricket, rugby, league and football);
 - vehicle and pedestrian passage through the park; and
 - providing safe vehicle circulation for pack in and pack out.
- Best practise procedures are to be followed for all events in the domain, eg. turf protection and tree protection methodologies where required, all undertaken by skilled operators with the aim to retain and maintain, or otherwise improve the quality and standard of park assets.
- Events should not disrupt access to or unduly disrupt the daily activities of:
 - the Auckland Museum and their underground car park, unless the Auckland Museum is actively involved in the event,
 - the Wintergarden, or
 - the domain depot.
- Lessees are entitled to the enjoyment of their leased areas.

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2.2 EVENT REPORTING:

The Auckland Domain Committee will be provided an update on the calendar of annual events scheduled in the domain at each of their quarterly meetings.

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To ensure sufficient lead in time to assess the events, all event permit applications that are not delegated to staff and subject to Auckland Domain Committee approval are to be:

- received by the Auckland Council Event Facilitation Team or the ATEED Event Operations Team no later than six months prior to the first day of the event.
- submitted to the Auckland Domain Committee by Auckland Council Event Facilitation no later than two months prior to the first day of the event where possible.

2.3 LAND OWNER APPROVAL RULES:

The domain has been separated into zones where events will be restricted or prohibited. In addition to Zones 1-4, events can be considered for any areas outside these zones.

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Zone 1 - Sports fields (yellow)

- 1a the lower sports fields (including fields 5 - 10)
- 1b the upper sports fields (including fields 1 - 4)

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Zone 2 - Civic events - Museum surrounds (blue)

Zone 3 - The Wintergardens complex (green)

Zone 4 - Kari St Commons, (orange)

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No Event Zones (red)

No Infrastructure Zones (purple)

Refer to Appendix 2 for a map of these zones.

Rules used by the Auckland Domain Committee in their governance roles of land owner approval for events include:

All areas where events permitted:

1. Land owner approvals will expire within one year, unless a longer duration, up to five years, is accepted by the Domain Committee.
2. If a longer term land owner approval is provided (up to five years) for an annual event council's event staff will monitor and review conditions following each event.
3. In the case of large-scale events, through the event facilitation process feedback on the proposed event will be sought from; the Auckland Hospital, local businesses, domain lessees, the Auckland Museum and mana whenua; and neighbouring residents will be advised and their concerns mitigated where possible.
4. The Auckland Museum must be consulted on events that may have an impact on their commercial operations.
5. Large-scale events / public performances can only take place between 1 October and 30 April in accordance with the District Plan and PAUP.
6. A minimum of 10 days rest will apply to events that can take place in the same areas of the domain where turf management or arboricultural recovery is required.
7. Event organisers will be responsible for:
 - a) Appropriate protection of all heritage sites and features, buildings, park surfaces, gardens and significant and vulnerable trees within the domain is to be undertaken in consultation with applicable specialists. The means of protection may include:
 - i. temporary vehicle / pedestrian / tree safety barriers and fences
 - ii. mulching or protective ground matting around trees, pedestrian and vehicle circulation areas, and grassed areas (with a preference for mulching as it can be reused elsewhere in the park).
 - iii. excluding vehicles over 1.5 tonne driving within the root zones of trees or heritage sites.
 - iv. Investigating the feasibility of weighting all event structures (e.g. ezi-ups and marquees) before pegging and staking occurs.
 - b) Safety of the public from all effects of the event, including during the pack in and out. Including the consideration of crowd control, security presence and adequate lighting.
 - c) Provision of adequate public facilities, such as toilets, first aid and emergency access.
 - d) Managing the pack in and out of the event to be as efficient as possible so to minimise the disruption on the domain.

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e) Covering the costs of any required monitoring to manage impacts on the domain and wider logistical footprint of the event.

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8. Where practicable all heavy infrastructure should be placed on hard surfaces, such as roads.

9. Access to the Auckland Memorial Museum and their underground car park, the domain depot and leased facilities in the domain will be maintained at all times.

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10. Weight sensitive areas include the Watercare water tank that sits behind the Auckland Museum, as defined by the bollards, and the area above the museum car park. Any event infrastructure or heavy vehicular use of these areas (two tonne maximum) needs to be in consultation with Watercare or the Auckland Museum.

11. Any mitigation or rehabilitation required will be the responsibility of the event organiser. Event organisers will be responsible for all clean-up of areas used within the park and potentially any buffer where there are noticeable impacts from the event such as litter. In situations where there could be damage to park facilities or features, a refundable bond may be required to ensure reinstatement or improvements, as agreed between Community Facilities asset maintenance staff and the event's organiser and is undertaken to the satisfaction of the Parks staff.

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12. In the case of inclement weather, asset maintenance staff may request cancellation, postponement or delayed pack out of an event to reduce the potential impact on the domain.

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13. Noise limits for events will be consistent with permitted activities set out in the Auckland Unitary Plan.

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14. Road closures are assessed on a case by case basis by Auckland Transport. These take in to consideration undue impact on the surrounding network. Consideration needs to be given to ensure access to the Auckland Museum and the Auckland Hospital is retained.

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15. Event organisers will be encouraged to promote the use of public transport for event goers and, if appropriate provide, preliminary messaging, such the best access points and times to arrive.

Zones 1a and 1b – Sports Fields:

16. Events that take up the exclusive use of the sports fields, being Zone 1a and 1b, (the cricket ground), will be limited to 7 days maximum per event and 20 days maximum a year, in accordance with the Auckland Domain Act². Recognising these restrictions were introduced to reduce the impact on the use of the sports grounds. Noting the following:

- a) Bookings can be for longer periods if not displacing what would be considered a regular booking of the sports fields.
- b) Infrastructure that covers the ground for more than 5 days considerably deteriorates the asset (both soil and sand carpet fields) as it limits the amount of light and air to the sports turf, and is when renovation of the turf is generally required. Mitigation or renovation of this deterioration may be required through appropriate treatment of the turf prior to and following the event, the costs of which are to be covered by the event organiser.
- c) There is a planned upgrade of the lower fields in Zone 1a from soil to sand fields scheduled in 2020/21. This will improve the durability of the fields for sports play but will increase the likelihood of impacts from events. The project will provide for an element of reinforced laneways to cater for event use. Zone 1b, the upper fields will remain as soil fields and will be more resilient for event use.

Comment [AC1]: Duplicate of 19. Below.

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² Refer to page 15 for conditions within the Auckland Domain Act

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17. Fencing off and/or protection of the hoggin artificial wickets from the activity / event area may be required.
18. Where possible the areas outside the marked fields should be used for the preliminary pack in and pack out to reduce the impact on the field use.
19. No event use of any part of Zone 1 will be permitted during grass renovation periods in Spring (1 September to after Labour weekend) and Autumn (last two weeks of March).

Zone 2 – Civic Event Area - Museum Surrounds

20. This zone is in front of the museum, known as 'The Close' provides for an appreciation of the museum as a war memorial, and where the new World War One Centenary Memorial is to be developed. This will only be available for events of a civic nature such as ANZAC commemorative services.
21. No infrastructure, beyond that which is needed to support civic ceremonies, can be placed within the Museum's buffer zone, as set out in [Appendix 3, unless approved by Heritage staff](#). ~~This was previously included in the District Plan Isthmus, which is no longer operative, but is still used by Heritage staff as a useful guide.~~

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Zone 3 – The Wintergardens Complex

22. This is a protected Heritage Site consisting of two display glass houses containing temperate and tropical plants, a formal courtyard with pond and a fernery. During opening hours any booked event is limited to 30 people within the courtyard or fernery, while after hours events are restricted to a maximum of 200 people in the courtyard, or 40 to 60 guests within the fernery and two glass houses.
23. Nothing is to be fixed, hung or supported to anything in the facility.
24. During opening hours minimal structures are allowed, such as seating and tables, and normal public access and enjoyment of the facility may not be reduced or blocked.

Zone 4 – Kari St Commons

25. The Kari St Commons, ~~previously a nursery, are currently being~~ reinstated as part of the domain. ~~Due to the modified nature of the site it lends itself to a range of active recreational activities, including events. Significant works are required to facilitate this use and planning work for this is underway.~~
26. It is anticipated the site ~~will cater for events with up to 20,000 attendees or be utilised as a support base for events being held in other more sensitive areas of the~~ domain.

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No Event Zones

27. No events will be permitted in these two zones. These include the Pukekaroa Pa/Pukekaroro, which has significant cultural values and an area between Football Road and George St due to the archaeological sites, being pits and terraces, and the vulnerability of the mature gum trees. However, the exception will be when the event is intended to celebrate or contemplate the pa and where safety infrastructure is required to support an event, such as lighting. Consultation with mana whenua will be required if this use is being considered.

No Infrastructure Zones

28. These areas have significant trees that are vulnerable to compaction of weighted infrastructure and vehicle movement; and to a lesser degree foot traffic. No infrastructure can be placed in these areas and they cannot be used for vehicle movements associated with any event.

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Prohibited use of the domain:

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29. Parking for event goes anywhere that is not an authorised parking area or special event parking approved by Community Facilities staff.
30. On-site disposal of all substances, such as paint, petrol, oil, ices and water.
31. Placement of portaloos beneath the dripline of trees (unless approved by an aborist), or within the extent of an archaeological site.
32. Release of heat and exhaust fumes within the dripline of trees.
33. Ground coverage in excess of 5 days below the dripline of trees.
34. Car parking underneath the dripline of trees or within the extent of an archaeological site.
35. Any restrictions on access / parking for park service vehicles and or emergency services vehicles in the event of an incident, as defined by any event permit.
36. Event related structures or objects in garden beds, unless approved by Community Facilities staff.

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2.4 LAND OWNER ASSESSMENT CRITERIA:

All matters below are to be considered in assessing event applications for land owner approvals. An application may have a mixture of minimal and significant impacts, and whilst preference will be given to minimal impact on use of the domain each proposal will be assessed on a case by case basis.

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Event Category	Minimal impact	Significant Impact
Public restrictions	Event is free to the public and/or is a not-for-profit event.	Event is ticketed or gated (fee which excludes the general public), or is not a not-for-profit. <ul style="list-style-type: none"> Event will be for wider positive benefit to the general public; and is aligned with the Auckland Council Events Policy 2013 and the Auckland Major Events Strategy.
Utilises zones / expanse of area occupied	Event outside of identified zones or utilises a minor portion of zone 1 and does not unduly impact on an area of the domain that is heavily used for passive recreation. <ul style="list-style-type: none"> Event does not disrupt the free-flow of casual users through the majority of the domain. 	Utilises either Zone 1 or Zone 2. Event restricts the general public from a significant portion of the domain. <ul style="list-style-type: none"> The use of other areas of the park can continue with no impact or minimal disturbance to the regular users. The number of events taking up Zone 1 being 'the cricket ground' will be restricted in accordance with the Auckland Domain Act, 7days maximum for one event and up to 20 days maximum in a calendar year. Only civic events will be considered for Zone 2.
Duration and timing of event (including pack in and out time)	Use of Zone 1 including pack in and out time creates no or minimal disturbance to sports use i.e. Monday to Thursday 9am to 4pm (outside of regular training and any game times). Use of domain (outside of Zone 1) is during weekdays.	Pack in and out of the event is during the peak use periods, based on season and use. Events can be up to 12 days (7 days in Zone 1) including pack in and pack out. <ul style="list-style-type: none"> Consider the potential impact and level of disturbance to those likely to be affected (and if need be, consult) Use of Zone 1 impacts regular training and any game times for cricket, rugby league, football, sub-football and athletics. <ul style="list-style-type: none"> The sports group can be temporarily relocated to another site (or has a by game) that can fit within their sports/training programme. The sports group has not been displaced more than once per season. The sports group has been contacted and views provided on how coordination of activities can occur. Large-scale events must be held between the week after Labour weekend and

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Event Category	Minimal impact	Significant Impact
		<p>30 April (excluding the last 2 weeks of March), in accordance with the Auckland Unitary Plan and restrictions on use of Zone 1 during grass renovation periods. (Of note: fields over the winter months are likely to be far more vulnerable to damage and less likely to be attractive from an event proposition.)</p> <p>Use of fields during regular maintenance and wicket preparation times.</p> <ul style="list-style-type: none"> Provide evidence of how less regular maintenance of the fields can be mitigated and still occur to fit with event requirements. The sports group, grounds keeper, contractors have been contacted and views provided on how coordination of activities can occur.
Values of area occupied	Area being utilised is not in close proximity to a significant cultural or historic heritage site or significant trees.	<p>Area being utilised is in proximity to cultural or historic heritage site or significant trees.</p> <ul style="list-style-type: none"> Consider the potential impact and level of disturbance based on the activity and anticipated numbers and appropriate methods of protection or mitigation.
Pedestrian flows	<p>Directing of pedestrians where paths are already formed or where an approved, temporary surface is provided, such as matting or mulch.</p> <ul style="list-style-type: none"> Non-event pedestrians are provided with safe alternate access routes within the park. 	<p>Non-event pedestrians are restricted from a significant area of the domain.</p> <ul style="list-style-type: none"> Pedestrian access and circulation can be managed as agreed with appropriate asset maintenance staff to ensure the park facilities, turf and other park surfaces are not adversely impacted, and pedestrian safety and commuter routes across the park are provided for.
Impact on public vehicle access	<p>Vehicle access and circulation in and through the park is unhindered.</p> <ul style="list-style-type: none"> Vehicle access and circulation does not adversely impact the turf or other park surfaces or user groups. 	<p>Vehicle access into and through the domain is restricted by required road closure.</p> <ul style="list-style-type: none"> Vehicle access and circulation into, out of, and through the domain can be managed through an AT approved traffic management plan to ensure park surfaces are not adversely impacted, and through traffic and pedestrian safety is provided for.
Infrastructure involved	<p>Minimal self-supporting and weighted structures</p> <ul style="list-style-type: none"> The structures and locations are supported by the appropriate asset maintenance staff and heritage staff. Use of pegs up to 200mm in length. Peg diameter should not exceed 10mm. Location, depth and number of ground intrusions are provided on a plan 	<p>Heavily weighted structures – (size/weight) within the dripline of trees.</p> <ul style="list-style-type: none"> Event plans will ensure that trees within the park are not adversely affected by the weighted structures, to the satisfaction of the appropriate asset maintenance staff. <p>Any excavation, ground work or penetration, including pegs, stakes or piles.</p> <ul style="list-style-type: none"> The location, depth and number of ground intrusions are provided on a plan.

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Event Category	Minimal impact	Significant Impact
		<ul style="list-style-type: none"> Pegged structures (no greater than 300mm in length) within the dripline of trees. Any adverse impact from pegs, stakes or piles on park facilities is avoided and <u>appropriate asset maintenance staff</u> support is provided. <p>Continuous ground coverage of up to 5 days (including pack in and pack out).</p> <ul style="list-style-type: none"> The ground receives natural light, air and no or minimal compaction; and /or the turf protection plan adequately outlines how the ground will be protected or reinstated to the satisfaction of the <u>appropriate asset maintenance staff</u>.
Hanging objects	<p>Hanging objects from tree limbs and/or structures using a static line. Weight allowance will depend on tree size, health, form and species or the heritage values and durability of any structures.</p> <ul style="list-style-type: none"> Hanging objects do not adversely impact on the health of trees or impact the structures. Objects must be attached using a cambium save device so there is no movement of the line on the branch <p><u>Appropriate asset maintenance staff</u>, or Heritage staff are satisfied with the proposal and provide written support.</p>	
Event vehicle movements	<p>Event vehicle access required through grassed areas with trees</p> <ul style="list-style-type: none"> Vehicles restricted to 1.5 tonne. No vehicle movement allowed in areas outlined as No Infrastructure Zones. 	
Access to power and water	<p>Access to on-site power and water supplies.</p> <ul style="list-style-type: none"> Applicant demonstrates how power and water use will be monitored and paid for. 	<p>Access to power and water off-site</p> <ul style="list-style-type: none"> Plan information is provided to demonstrate access to power and water.
Amplified Noise	<p>Minimal use of amplified music or use of amplified audio (voice) equipment.</p>	<p>Amplified music is core to the event</p> <ul style="list-style-type: none"> Noise limits must be consistent with permitted activities set out in the Auckland Unitary Plan.
Use of water features	<p>Any use of the duck pond or mirror pond needs to be in consultation with the <u>appropriate asset maintenance staff</u>.</p>	

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2.5 LAND OWNER APPROVAL CONDITIONS:

The ~~do~~main has been separated into zones where events will be restricted or prohibited.

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Land owner approval conditions of use of the restricted zones and the remaining areas of the ~~do~~main may include, but not limited to:

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1. size of event – participants ~~and~~ spectators
2. zone location in the park
3. duration of event
4. time of day
5. season or time of year
6. park facilities protection (i.e. ground protection matting, temporary fencing), mitigation ~~and~~ remediation requirements
7. access requirements
8. monitoring of event and reporting back to local board
9. resource / building / bylaw consents granted
10. review of conditions if approval granted for more than one year

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2.6 RELATED LEGISLATION AND STRATEGIC DOCUMENTS:

Auckland Domain Act 1987

Auckland Domain Management Plan 2005

Local Government Act 2002

Auckland Council Events Policy 2013

Council Bylaws

Parks and Open Space Strategic Action Plan 2013

Sport and Recreation Strategic Action Plan 2013

Resource Management Act 1991

Auckland Major Events Strategy

[Auckland Domain Masterplan 2016](#)

3.0 STATUS OF THE GUIDELINES:

These ~~se~~ guidelines, ~~as~~ adopted by the Auckland Domain Committee, ~~are~~ council's policy on how events are managed in the ~~do~~main. Given these are guidelines some discretion or leeway will be allowed in its interpretation, implementation, or use.

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3.1 REVIEW OF GUIDELINES:

These guidelines will be reviewed after a ~~further three~~ years of operation to assess their effectiveness and make any required improvements. This will take into account general feedback from, the Auckland Domain Committee, the Waitemata Local Board, the

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Community Facilities, Parks and Event teams, permanent users of the site and the wider public.

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4.0 DEFINITIONS:

Minimal impact on use of park – activities under this guideline which require Land Owner Approval and booking confirmation. These are events that generally need to be carried out in a specific location and may involve temporary allocation of a zone or structure for specific use. They will require input from appropriate specialists to determine how to ensure the impact is avoided or minimal. It is assumed that these applications will be supported.

Permitted activities – activities/events under this guideline which do not require Land Owner Approval, include:

- Any regular use that is within the scope of normal park activity such as: walking; picnicking; running; dog exercising; organised sports booked through council booking system (rugby league, football, sub football, athletics and cricket) and casual use of the fields for touch rugby etc. Sporting events (gatherings and competitions) which do not require ancillary structures and catering located within the event zones; and do not include corporate functions and functions with alcohol.
- Activities provided in this guideline, the Auckland Domain Management Plan or the Auckland Domain Masterplan.
- Fitness Operators in accordance with the Auckland Council Interim Operational Guidelines for Fitness Operators.
- These are informal activities that are generally allowed on all parks, but in some cases may be subject to restrictions in order to protect park values, align with the park purpose and ensure the health, safety and wellbeing of visitors and users.

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Any event that requires a permit will incur a permit fee. Note, any event sponsored by Auckland Council or the Waitemata Local Board will not incur a fee. Activities that are less than 50 people, with little or no infrastructure and impact on the park or other users are considered general use and customers can be advised no permit / booking is required. Commonly this would cover BBQs and picnics. For general use activities, no booking or contact with Community Facilities is required. If a customer would like a permit – for example for a wedding to secure a spot, then facilitators can permit the activity and charge a fee.

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Prohibited activities - these are considered to be inappropriate because of their potential adverse effects on the environment, or that are incompatible with the domain's significant heritage values and other approved activities. No approval will be provided for these.

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Significant impact on use of park - activities under this guideline which require Land Owner Approval and booking confirmation, and impacts of providing for this event are not known and/or considered risky or potentially adverse to the use of the domain. They will require input from appropriate specialists to determine (on a case by case basis) how to mitigate any adverse impact. These applications may be approved subject to conditions provided there is satisfaction that impacts can be minimised, but due to the nature of the potential impact/disturbance on domain use and facilities it is assumed that some of these applications will be declined approval, and/or require a more robust application and assessment.

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5.0 EVENT PERMIT ROLES:

The table below generally outlines who is responsible for facilitating events within council.

Type of Event Permit	ACE	ATEED
Small / Local	X	
Medium / Regional	X	
Large / Major	X	X

In relation to landowner consent delegations; the committee at its meeting on 4 August 2015, resolved (resolution ADC/2015/7a) to grant delegation to the Manager of Auckland Domain subject to consultation with the Chair and Deputy Chair of the committee, who may request the consent is referred to the Committee for decision making. The intent of this guideline is to delegate all decision making for events except for where, as noted in clause 1.1, the following criteria require land owner approval from the Auckland Domain Committee, being when an event will:

- Be ticketed and/or
- Take place over multiple days (more than 48 hours) including pack in and pack out and/or
- Require an authorised road closure

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These may be considered regional or major events, as categorised in the Auckland Events Policy 2015.

While the above will trip decision making to the committee there may be times when the lack of a meeting or sufficient timeframes will require the Manager of the domain to work with the Chair and Deputy Chair on confirming a decision.

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Other Roles and Responsibilities

ATEED (Auckland Tourism Events and Economic Development) is responsible for delivery of the Major Events Strategy (target of 4+ regular events with high levels of international media exposure) and keeping a record of events.

ACE (Arts, Community and Events) is responsible for working with stakeholders through the event facilitation and permitting process to ensure that events delivered across Auckland are appropriately managed and meet all regulatory requirements. ACE also keep a record of all events on parks and deliver many events on behalf of the council for the community.

Waitemata Local Board is responsible for local events including attraction, development, delivery, promotion and funding on local parks. The board may also provide input on the impacts of regional or major events on the local area.

Community Facilities are responsible for:

- Providing specialist advice to applicants, council employees and the local board on positive and negative impacts an event may have on a park.
- Liaising with key stakeholders regarding impacts of events on the park.

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Parks Sport and Recreation Department are responsible for:

- Supporting the Auckland Domain Committee in overall outcomes for fit of events in the domain.

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- Owner of these guidelines.

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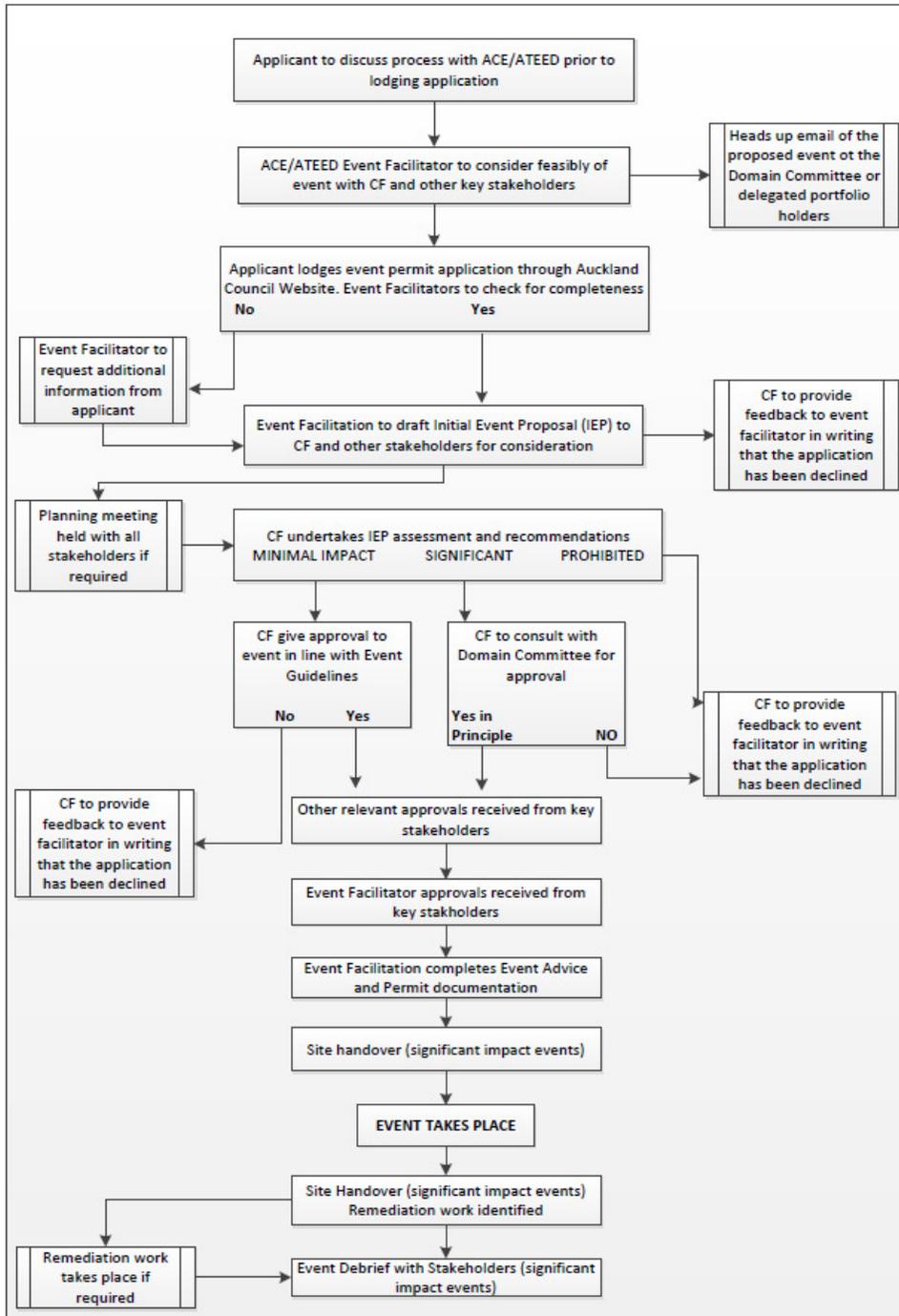
Auckland Domain Committee

Resolution of Auckland Domain Committee
number ADC/2016/9 – dated 30 March 2016
Final approval by delegation to Christine Fletcher and
Shale Chambers on 2 May 2016

Comment [AC2]: To be updated following the meeting.

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EVENT APPROVAL PROCESS:



Note: Process chart updated to reflect CF's role

APPENDIX 1: OUTLINE OF STATUTORY AND POLICY DOCUMENTS

The Auckland Domain Act 1987

The Act includes the following:

- Council is obliged to make the domain available for public recreation and enjoyment. (6(a))
- At all times have free access to and egress from the domain in favour of all persons, subject to the provisions of the act (4(1))
- The public's right of free access to and egress from the Auckland War Memorial Museum shall not be interfered with (4(2)).
- Specific to the cricket ground, Council may grant applications for the exclusive use for a sporting, recreation, community, cultural or religious function. These must not exceed 7 consecutive days or 20 days in any year and can include the placement of buildings or structures on the ground as permitted by council (6(c)).
- Allows for function holders on the cricket ground or in the Winter Garden buildings to charge admission (9(1)).
- Council may charge entry for persons or vehicles to the area of any roadway within the domain that has temporarily been closed for a function (9(2)).
- Bylaws are referenced as generally regulating the use of the domain and providing for the preservation of order therein, the prevention of any nuisance and for the safety of people using the domain (11(1e)).
- Notes the provisions of the Reserves Act 1977 do not apply to the domain and revoked the domains recreation reserve classification under the Reserves Act (Gaz 1980, p220) (13(1&2)).

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Interestingly when the Auckland Domain Act was passed updating the previous Auckland Domain Vesting Act of 1893, this was partly in recognition of the increasing demand for events. Records of the parliamentary debate reveal this was for several reasons. "First the Act was out of date, for example motorcars, which use the domain extensively, were not around at the time. Secondly, the requirements for special legislation to allow for the papal ceremonies to be held on the cricket ground have highlighted the need for change to cope with today's extension of outdoor functions. Thirdly the leasing provisions need to be expanded to allow council to put its relationship with the three sporting bodies in Stanley St, the Parnell Lawn Tennis Club and the licensee of the tea-kiosk on a proper commercial basis."

The Auckland Domain Management Plan 1993

The management plan notes the park's unique quality in relation to other city parks because of its location, size and physical attributes and features. The plan also includes the objective for the park which provides a basis for the assessment of any proposal which affect it.

"The Auckland Domain will be managed and conserved to maintain and enhance its cultural historic, natural and volcanic landscape values and to continue to provide appropriate recreation as a premier park in Auckland City and the wider region for the enjoyment of all people."

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The management plan notes the domain is popular for one off events, which often attract large crowds, such as Kiri Te Kanawa's concert (in 1990, with 140,000 people) and the Pope's visit (John Paul II in 1986). Policies that relate to events include:

6.2 To sustain a diversity of appropriate informal public recreation opportunities.

Implementation

- Retain a management and maintenance system to deal with special events and their impact
- Encourage use of existing facilities such as the band rotunda and grandstand for compatible, musical, theatrical and other performances

6.3 To encourage appropriate use of areas of the Domain identified for special events.

Implementation

Access short term special event proposals against the following criteria:

- Events must be of public interest and value
- There must be no conflict with Domain heritage or vegetation values
- Consideration must be taken to protect the seasonal requirements of committed recreation users, particularly cricket, soccer, rugby and rugby league allocations
- Saturday sport users will only be temporarily located out of the Domain for periods agreed in advance with the user groups and then preferably between seasons over the Christmas break and non-playing periods.
- Special events will be managed and timed to cause the minimum disruption to other users, vehicle circulation and parking
- Approval must be gained prior to staging of any such event
- The potential effects of the proposed event will be assessed and any mitigation or rehabilitation required will be the responsibility of the proponent of the event
- Noise limits may be set for any event. There will not be less than those operating under the District Plan
- Any event more suited to another city venue will be located away from the Domain
- Access to the Museum is maintained
- In situations where there could be damage to Domain facilities or values, a refundable monetary bond will be required to ensure reinstatement
- Special event organisers will be responsible for appropriate protection of all historic sites, buildings, fauna and flora of the Domain. The means of protection may include:
 - Temporary vehicle and pedestrian barriers and fences
 - Safety of the public from all effects of the event
 - Provision of adequate public facilities, such as toilets, first aid and emergency access to meet bylaw standards
- Minor commercial enterprises associated with special events will be temporary (non-repeating) only, as required by the Domain Amendment Act
- No event will be authorised if there is a risk to heritage, cultural / archaeological features, Maori values or sport fields areas, or where noise or public activity would be likely to cause unacceptable disturbance to other Domain users or the adjoining neighbours.

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- Heavy rock concert use will not be authorised.

Of note the management plan includes a policy (10.6) that states the plan is to be review at intervals no greater than 5 years. The plan is now over 20 years old, so dated. For example, the mention of heavy rock concerts would have been premised on the volume of amplification of the music of the day. Today there are many different genres of music and vast improvements in amplification equipment. The intention is the new Auckland Domain Master Plan, currently in a consultation phase, will provide a more up to date and comprehensive framework for the domain going forward. The draft master plan includes a key principle of "Improving the domain as a recreation and event destination". Once the master plan has been adopted it is intended a revision to the management plan will be undertaken.

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Deleted: The Isthmus District Plan
 The Domain is predominantly zoned Open Space 2 in the District Plan which applies to Informal Recreation, the sports fields and bowling club site are zoned Open Space 4 Organised Recreation and the Museum site is zoned Open Space 4 Community.
 The use of the Domain for events is covered under the Part 4 General Rules relating to Temporary Activities 4A.1 and under Part 9 Open Space and Recreation Activity which specifically covers large scale public performances in the Domain. The temporary activity section breaks down the activities into categories and there have different rules for each category, for example parades or festivals can extend over 3 days for the activity while public performances are limited to 1 day for the activity to be permitted and while Large scale public performances are a permitted activity in the Part 9's Activity Table there are "Additional Controls for large scale public performances in the Auckland Domain" under rule 9.8.1.9. Of note is that the explanation under rule 9.8.1.9 states the rule provides flexibility for public performances recognising the Domain's role as a focus of these large scale activities; illustrating there should be additional tolerance afforded to these public performances. The explanation also states the potential for adverse effects needs to be addressed and that reference be made to other planning matters and rules covering Natural Resources, Heritage etc. In addition, the rule only applies to very large scale activities, but does not provide any definition around these. However, it would exclude large-scale multi-day activities, such as festivals, as a permitted activity.

The Auckland Unitary Plan (Operative in Part)

The domain is predominantly zoned Open Space – Informal Recreation, with the sports fields, Auckland Bowling Club and Parnell Tennis Club zoned Open Space – Sport and Active Recreation, the Auckland Memorial Museum is zoned Open Space – Community and the ASB Tennis Arena has a Special Purpose zoning.

The domain has multiple layers in the Unitary Plan that will have an impact on its use, including:

- Natural Heritage: Outstanding Natural Features
- Historic Heritage: Scheduled Historic Heritage Places
- Natural Resources: Significant Ecological Areas (bush areas)

The use of the domain for events is covered under Chapter E Auckland-wide, E40, Temporary Activities which notes only 3 large scale events are Permitted and then all other temporary activities are restricted discretionary. How the restricted discretionary activities are assessed is then covered under E40.8.1 and E40.8.2.

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Temporary Activities	Table	Temporary activities in the Auckland Domain	Permitted
	<u>E40.4.1 (A7)</u>	<ul style="list-style-type: none"> • Involving more than 20,000 people • for up to 12 consecutive days, & • for up to three times between 2 October and 31 April. 	
Temporary Activities	<u>Table E40.4.1 (A8) & E40.8.1 & 8.2</u>	Temporary activities in the Auckland Domain not otherwise provided for	Restricted discretionary - assessed on: <ul style="list-style-type: none"> • noise, lighting & hours of operation • traffic generation and access • land disturbance

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In addition, E40.6.4(b)(ii) notes three noise events in the Auckland Domain can be held with no noise limits applying.

While the Unitary Planning Team added the 20,000 people as the description of a large scale event following the notification of the Proposed Unitary Plan, it should be noted that there are a number of factors that will influence whether an event is large scale, not just numbers. When the Unitary Plan is next under review consideration could be given to removing the 20,000 figure.

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The domain is scheduled as a Category B historic heritage place with additional rules for archaeology and as a place of Māori interest or significance (Category B historic heritage place, UPID 01566). In addition, there are also individually scheduled items within the domain, which include:

- the Auckland Domain Bandstand (Category B historic heritage place, UPID01635),
- the Auckland Domain Grandstand (Category A historic heritage place, UPID 01636),
- the Auckland Domain Kiosk (Category B historic heritage place, UPID 01637),
- the Auckland Domain Wintergarden (Category A historic heritage place, UPID 01638), and
- the Auckland War Memorial Museum and Cenotaph (Category A historic heritage place, UPID 01640).

Other significant areas within the scheduled extent of place of the domain are all monuments, Pukekaroa (the pa site near the sports fields), recorded archaeological sites, the pond, and heritage trees. The Auckland Domain Management Plan recognises the site's significant cultural and

Deleted: has noted the anomaly presented by the PAUP's omission of large scale events and has proposed the wording is changed to:
 "Temporary activities in the Auckland Domain of a large scale involving more than 20,000 people. • for up to 12 consecutive days, and • for up to three times between 2 October and 31 April."

The Auckland Domain Masterplan 2016

The Auckland Domain Masterplan is a twenty-year aspiration for how the park can develop and consolidate its position as one of Auckland's premier parks. It responds to issues and pressure points as well as coordinating a range of projects and work streams impacting on the Auckland domain. The plan was adopted in July 2016 with the exception of the history section which was under review by iwi.

The masterplan contains seven key principles to guide the development and management of the domain. One of these is to improve the domain as a recreation and event destination. A number of key proposals under this principal include upgrading the fields so they can better handle large events, improve lighting, developing the Kari St site to be used as an event space and to install event stations to provide power and water sources for events.

The Trading and Events in Public Place Bylaw 2014

The bylaw outlines that events require approval by council, and the matters that may be considered when assessing applications noting that the approval may be made in accordance with any relevant guidelines approved by council. The bylaw outlines conditions that may apply to applications and has introduced fees to process an application. Specific to events the bylaw notes applications will be assessed on:

- whether there is a prior booking...and the two events cannot reasonably take place at the same time, or
- whether there will be significant disruption to traffic flows of public passage, or
- any impact on public safety.

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APPENDIX 2: AUCKLAND DOMAIN EVENT ZONES



- Zone 1 - Sports fields (yellow)
 - 1a the lower sports fields (including fields 5 - 10)
 - 1b the upper sports fields (including fields 1 - 4)
- Zone 2 - Civic Events - Museum Surrounds (blue)
- Zone 3 - The Wintergardens Complex (green)
- Zone 4 – Kari St Commons (orange)
- No Event Zones (red)
- No Infrastructure Zones (purple)

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APPENDIX 3: AUCKLAND WAR MEMORIAL MUSEUM HERITAGE PLACE BOUNDARIES

The Isthmus District Plan

The Domain is predominantly zoned Open Space 2 in the District Plan which applies to Informal Recreation, the sports fields and bowling club site are zoned Open Space 4 Organised Recreation and the Museum site is zoned Open Space 4 Community.

The use of the Domain for events is covered under the Part 4 General Rules relating to Temporary Activities 4A.1 and under Part 9 Open Space and Recreation Activity which specifically covers large scale public performances in the Domain. The temporary activity section breaks down the activities into categories and there have different rules for each category, for example parades or festivals can extend over 3 days for the activity while public performances are limited to 1 day for the activity to be permitted and while Large scale public performances are a permitted activity in the Part 9's Activity Table there are "Additional Controls for large scale public performances in the Auckland Domain" under rule 9.8.1.9.

Of note is that the explanation under rule 9.8.1.9 states the rule provides flexibility for public performances recognising the Domain's role as a focus of these large scale activities; illustrating there should be additional tolerance afforded to these public performances. The explanation also states the potential for adverse effects needs to be addressed and that reference be made to other planning matters and rules covering Natural Resources, Heritage etc. In addition, the rule only applies to very large scale activities, but does not provide any definition around these. However, it would exclude large-scale multi-day activities, such as festivals, as a permitted activity.

Part 5C covering Heritage outlines further planning limitations. This identifies the whole of the Domain being identified as an Archaeological and Geological Feature. There are a number of sites within the Domain that are identified as Buildings, Objects or Places of Special Value, including the Museum, Cenotaph, Grandstand, Wintergarden, Bandstand and Kiosk with applicable buffer zones in place. Significant Ecological Areas cover the bush-clad lower northern and eastern slopes of the Domain and there are a number of notable trees.

General Rules Temporary Activities	Part 4A.1.C(i) page 3	Permitted activities include parades, sporting events, exhibitions, festivals, and activities of similar character	Provided that: occupation not more than 5 days (including pack in and out) activity not for greater than 3 days cumulative duration does not exceed 12 hours per day. Restrictions on amplified noise
General Rules Temporary Activities	Part 4A.1.C(i) page 4	Permitted activities include public performances	Provided that: occupation not more than 5

		(concerts and entertainment)	<p>days (including pack in and out)</p> <p>activity not for greater than 1 day</p> <p>cumulative duration does not exceed 12 hours per day.</p> <p>Restrictions on amplified noise</p>
Open Space Recreation and Activity	Part 9.7.1, page 12	Large Scale Public Performances in Auckland Domain	Permitted activity in Zones 2,3 & 4.
Additional controls for large scale public performances in the Auckland Domain	Part 9.8.1.9, page 22		<p>Provided that:</p> <p>occupation of activity not more than 12 days (including pack in and out)</p> <p>activity not for greater than 1 day</p> <p>the use of <u>any site is limited to 3 activities in any 12 month period</u> none of which shall be between 1 May and 1 October.</p> <p>Restrictions on amplified noise (as above)</p>