

## 10. QUEEN ELIZABETH II PARK – TRAFFIC AND PARKING MANAGEMENT FOR EVENTS

<b>General Manager responsible:</b>	General Manager City Environment Group, DDI 941-8608
<b>Officer responsible:</b>	Unit Manager Transport and Greenspace
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### PURPOSE OF REPORT

1. The purpose of this report is to respond to the Board's concerns about traffic and parking management on the roads surrounding Queen Elizabeth II Park (QEII) during "one-off" significant events and specifically in regard to vehicles being parked on the grass areas along the frontage of Travis Wetland.

### EXECUTIVE SUMMARY

2. As a result of concerns being raised about vehicles parking on the grass in front of Travis Wetland on Frosts Road, Travis Road and Anzac Drive, the Board resolved on 3 March 2008 to:

*"Request staff to report on the traffic and parking impacts and possible solutions associated with community events conducted at Queen Elizabeth II Park".*

3. Consultants were engaged to determine the impacts on surrounding streets for events held at QEII. The consultants categorised events into the following four categories:
  - (a) **Low Impact** – Acceptable and easily managed, no noticeable disruption outside the park;
  - (b) **Medium Impact** – Acceptable but requires active and coordinated management, minor disruption outside the park;
  - (c) **High Impact** – Maximum acceptable and requires highly active and well coordinated management, noticeable disruption outside the park;
  - (d) **Extreme Impact** – Considered and unacceptable, could not be reasonably expected to be controlled even with highly active and well coordinated management, high levels of disruption outside the park.
4. A description of the impacts of these different categories is described in the Background section of this report.
5. This report discusses four options for "High Impact" and "Extreme Impact" "one-off" events which are held at QEII Park (e.g. Weetbix Kiwi Kids Triathlon). This report does not deal with "business as usual" events in the stadium or pool complex or QEII grounds which is why the facilities are provided.
6. Staff are keen to implement improvements and temporary traffic management as discussed in Option 2. as this proposes continual improvement over time which will mitigate any adverse reaction from event organisers who may object to the Council bringing in stringent requirements all at once. Some of these initiatives have already been trialled and there is a QEII Park traffic and parking concept plan being developed and due for completion in early 2011.
7. Concerns over other residential streets surrounding QEII have to be addressed using enforcement of existing rules. Removing parking only migrates the problems further away from the venue and allows traffic to travel at higher speeds on the roads where there are high numbers of pedestrians accessing the facilities.

## **FINANCIAL IMPLICATIONS**

8. There are no direct financial implications to the Council, as an approval authority of any "Traffic Management Plan" (TMP) associated with an event at QEII. Any Council Unit which organises an event at QEII will have to factor in the cost of the production and implementation of a TMP as part of the prior approval of the overall event budget.

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

9. As in paragraph 8. above.

## **LEGAL CONSIDERATIONS**

10. The installation of any parking restriction signs and/or markings (if any of this is required as part of a TMP) must comply with the "Code of Practice for Temporary Traffic Management" (COPTTM).

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

11. As in paragraph 10.above.

## **ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

12. Yes, aligns with the Streets and Transport activities by contributing to the Council's Community Outcomes – Safety and Community.

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

13. Yes, as in paragraph 12. above.

## **ALIGNMENT WITH STRATEGIES**

14. The recommendations align with the Council Strategies including the Road Safety Strategy 2004, the Safer Christchurch Strategy 2005, the Physical Recreation and Sport Strategy and the Events Strategy 2007-17.

### **Do the recommendations align with the Council's Strategies?**

15. As in paragraph 14. above.

## **CONSULTATION FULFILMENT**

16. Frosts Road, Anzac Drive and Travis Road (west of Anzac Drive) do not have any residents fronting onto the roadway. Therefore, no residents have been consulted regarding this recommendation.
17. Informal discussions have been carried out with traffic management providers and organisers of large events and there appears at this stage to be no issues with the staff recommendations.
18. Anzac Drive and Travis Road are both State Highways. The New Zealand Transport Authority consultants are in agreement with the recommendations in this report.
19. The Team Leader – Regional Parks has been consulted in relation to damage to the grassed areas. Ranger staff report that any damage that may occur has always been of a minor nature and rarely requires any maintenance to be carried out.
20. The Officer in Charge – Parking Enforcement agrees with the recommendation.

## **STAFF RECOMMENDATION**

It is recommended that the Burwood /Pegasus Community Board:

- (a) Receive this report;
- (b) Wait for the outcome of the work currently being carried out on the traffic and parking concept plan for Queen Elizabeth II Park;
- (c) Wait to see the benefits or otherwise of the additional temporary traffic management currently being carried out on a trial basis;
- (d) Request a follow up memorandum providing the outcomes of the work in (b) and (c) above.

## BACKGROUND

21. Traffic management advice was sought from Opus International Consultants regarding events at QEII by Council staff following this Board's resolution, as stated in paragraph 2 of this report. Opus has extensive experience with TMPs, particularly those involving State Highways. In regard to temporary traffic management, they conclude that events at QEII should be categorised into four levels of impact on adjoining roads as described below:

- (a) **Low Impact** – Acceptable and easily managed, no noticeable disruption outside the park;
- (b) **Medium Impact** – Acceptable but requires active and coordinated management, minor disruption outside the park;
- (c) **High Impact** – Maximum acceptable and requires highly active and well coordinated management, noticeable disruption outside the park;
- (d) **Extreme Impact** – Considered and unacceptable, could not be reasonably expected to be controlled even with highly active and well coordinated management, high levels of disruption outside the park.

22. The Opus report further described each type of impact:

(a) **Low Impact**

The total number of attendees is low, say less than 1,000 people in total. Along with one or more of the following:

- (i) All access points are available and clear for the whole period and at the end of the event;
- (ii) The finish of the event is staggered so all attendees are not seeking to leave all at the same time;
- (iii) The period of the start and finish do not conflict with morning or evening peak commuter traffic times;
- (iv) The route or venue of the whole event is contained within the boundary of the QEII Park complex, i.e. traffic management outside the complex is not required;

(b) **Medium Impact**

The total number of attendees is moderate, say 1,000 to 2,000 people in total. Along with one or more of the following:

- (i) Some access points (the Main Access remains clear and open) are not available and those that are open are not near the finish area of the event;
- (ii) The finish of the event is staggered so all attendees are not seeking to leave at the same time;
- (iii) The period of the start or finish do not conflict with either morning or evening peak commuter traffic times;
- (iv) A part of the route or venue of the event is located outside the boundary of the QEII Park complex, i.e. traffic management outside the complex is required but traffic is not stopped to accommodate the event;

(c) **High Impact**

The total number of attendees is high, say 2,000 to 4,000 people in total. Along with one or more of the following:

- (i) Many access points (the Main Access may be affected but should be open) are not available and those that are open are near the finish area of the event;
- (ii) The finish of the event is abrupt so all attendees are seeking to leave at the same time;
- (iii) The period of the start or finish may conflict with part of either morning or evening peak commuter traffic or even seasonal weekend traffic times;
- (iv) A part of the route or venue of the event may or may not be located outside the boundary of the QEII Park complex;

(d) **Extreme Impact**

The total number of attendees is high, say greater than 4,000 people in total. Along with one or more of the following:

- (i) Most access points (the Main Access may be closed) are not available and the one or two that are open are near the finish area of the event;
- (ii) The finish of the event is abrupt so all attendees are seeking to leave at the same time;
- (iii) The period of the start or finish conflicts with either morning or evening peak commuter traffic or even seasonal weekend traffic times;
- (iv) A part of the route or venue of the event may or may not be located outside the boundary of the QEII Park complex.

23. Of course every event will be slightly different in its characteristics and layout so each will have different combinations of the above Low, Medium, and High or even Extreme impacts.
24. Opus report that the "Weetbix Triathlon" and "City2Surf" events attract approximately 19,000 and 15,000 entrants respectively, excluding supporters. These two events are assessed as having an extreme impact. Other examples of events are the Women's Triathlon/Duathlon and various sports events (cricket/soccer), which have a medium impact.
25. When making observations, and comparing the reported traffic effects of each of the categories, Opus suggest the following actions should be carried out:
- (a) **Low impact events:** a TMP is not required for these events – unless participants are required to compete on the surrounding roads;
  - (b) **Medium impact events:** a TMP is required to be submitted by the event organiser and approved by the "Road Controlling Authority" (RCA), but the effects on passing/non-event related traffic is limited;
  - (c) **High and extreme impact events:** a TMP is required to be submitted by the event organiser and approved by the RCA, specifically managing disruption caused by any roadside parking activities, managing necessary road closures, use of personnel to control traffic movements in the affected areas, and marshals/parking enforcement officers to prevent undesirable/unsafe parking behaviour associated with the event.

26. The code (COPTTM) shall be applied to any activity that varies the normal operating conditions of any road and shall apply to the total road reserve, i.e. to property boundary.
27. To date the TMPs for events at QEII have only controlled the actual event activities occurring on the adjacent roadways, i.e. cycling, running and walking. The TMPs have not addressed the effects of other event related activities, i.e. parking of supporters cars, etc.
28. While the Christchurch City Council is the owner of the QEII site, the large events, e.g. "Weetbix Triathlon" and "City2Surf", are managed by the event organiser. In the case of the Weetbix Triathlon, the Weetbix Triathlon Foundation (Auckland based) is the event organiser. City2Surf is organised by Aaron Vickory (with the Star newspaper being the major sponsor).
29. The roads affected by events at QEII are controlled by two organisations, both referred to as a Road Controlling Authority (RCA). The New Zealand Transport Agency (NZTA) is the RCA for Travis Road (from the west to Anzac Drive) and Anzac Drive (Travis Road to the south). These two roads are State Highway 74. The Christchurch City Council controls all other affected roads in the vicinity of QEII.
30. It is the event organiser that must ensure that a TMP is prepared by a qualified "Site Traffic Management Supervisor" (STMS). The event organiser must then submit the TMP to the RCA (in this case, both CCC and NZTA) for approval in the agreed timeframe. Only once the TMP has approval, can the event proceed. During the event, the STMS must ensure the TMP is complied with and all traffic and parking management is carried out/enforced in accordance with the TMP.
31. Parking on the grassed areas adjacent to Travis Wetland or Anzac Drive, at times of extreme impact events, has two direct effects:
  - (a) **Road Safety**

Disruption to passing traffic on Travis Road, Anzac Drive (state highway) and Frosts Road (on approach to the state highway roundabout at the Frosts/Anzac/Travis intersection. This is due to manoeuvring activities when vehicles are arriving or leaving. Also associated with this effect is road safety regarding event participants/supporters walking along the road edge to/from their parked vehicles.
  - (b) **Road Damage**

Damage to grassed areas from vehicles parked on potentially soft ground.
32. In regard to the disruption caused to the normal operation of the roadway by pedestrians and/or parking manoeuvres, the TMP must address this and measures implemented to manage any potential conflict. Council staff (and Opus on behalf of the NZTA) are recommending the following conditions be included in the TMP for high/extreme impact events before approval is given:
  - (a) That roadside parking is only allowed on roadsides where a footpath exists on that side of the roadway and it is practical for a vehicle to be parked. This will significantly reduce the incidence of pedestrians walking along the road edge and crossing the roadway at either unexpected or inappropriate locations. Pedestrians will be able to use the footpath and cross the road where pedestrian facilities exist, e.g. the roundabout;
  - (b) That parking be prohibited in areas where there is no footpath for pedestrians to access these facilities;
  - (c) That where roadside parking occurs on roads such as Travis Road and Anzac Drive (west or south of the roundabout), that a 30 kilometre per hour speed limit is imposed as part of the TMP.

33. In regard to the potential damage to the grassed areas, staff involved with management of the Wetland advise that to date, there is no significant damage occurring to these areas, and that any grassed surfaces recover without requiring any significant restorative maintenance by the Council.
34. Any measures introduced to deal with the issues raised by the Board must not conflict with Council Strategies for "Physical Recreation and Sport" or "Events".

*"The case for increasing participation in physical recreation and sport is compelling. Positive participation in physical recreation and sport means people will be in better health and reduce health care costs. It is a key element in human development at all ages and helps to build strong families and communities. Furthermore it generates economic benefits and very importantly contributes to people's quality of life."*

*"It is important that the Council works in co-operation with these parties to achieve the maximum benefits for the city."*
35. Event organisers contacted in the preparation of this report have expressed their frustration of not knowing what parking will be made available on the grounds of QEII Park in time to publicise where parking is available. Also, other events such as Canterbury Cricket held on the same day as a high/extreme impact event further exacerbates parking problems.
36. On occasions, large areas of on-site parking have not been utilised during big events. One possible reason is that visitors to QEII have chosen to park "on-street" to avoid being "trapped" on-site due to poor access provisions.
37. Staff overseeing QEII Park have identified this problem and have briefed the Capital Programme Group to optimise the amount of "on-site" parking and review internal circulation and access to the available "on-site" parking.
38. This work is programmed to be completed early in 2011.
39. It is unrealistic for the traffic management providers to be expected to control the parking of vehicles in the residential streets around QEII. This should be managed through the enforcement of existing rules which adequately cover issues such as illegal parking/speeding etc.
40. The installation of "No Stopping" restrictions on residential streets close to the stadium will only migrate parking problems into other residential streets further away from the venue. This would also encourage traffic to travel faster in areas of high pedestrian traffic.
41. The traffic management provider can be asked to provide additional "traffic management" for extreme events such as the provision of sandwich board "No Stopping" signs in Frosts Road to reinforce the existing broken yellow lines. Enforcement will still be required if drivers choose to ignore them.
42. Staff at QEII Park have already identified these issues and have initiated additional "temporary traffic management" to control this behaviour. This was trialled during the All Blacks Community Challenge held at QEII Park on Monday 2 August 2010.
43. A further update will be provided once the outcome of the above work is known.

## **OPTIONS**

### **Option 1 Retain the Status Quo**

44. Management of events at QEII continues exactly as it has in recent years, for all events held at or around QEII. Regarding road safety, Council staff are not aware of any serious incidents occurring on roads surrounding QEII while events are happening, although it is acknowledged that there is potential for this to occur, i.e. vehicles reversing from a car park onto a busy arterial road, or pedestrians being put at risk while walking on the roadside where no footpath exists.

### **Option 2 Include traffic management requirements for spectators/supporters for high and extreme impact events only and no other events at QEII at the same time**

45. This option proposes that staff work with the event organisers and their temporary traffic management providers to implement a number of initiatives. This will mitigate the safety and amenity concerns relating to parking on grassed areas adjacent to the surrounding roads.
- (a) This approach will see continual improvements being implemented over time and will not scare away high profile events from Christchurch;
  - (b) The impact of these events can be further minimised if other high and extreme impact events (other than the normal day-to-day operations such as public use of the pools and individual training sessions in the stadium) are not held at QEII at the same time. This will have an effect in the way in which the Recreation and Sports Unit manage their bookings;
  - (c) Better allocation of parking within QEII will also help reduce impacts on the surrounding roads.

This option is the staff preferred option, recommended within this report and work has commenced to implement these improvements.

### **Option 3 Include traffic management requirements for spectators / supporters for all events**

46. This option will potentially discourage organisers of low impact events due to additional cost and organisation, where the impact is considered minimal. While this option will minimise the effect on the normal operation of roads surrounding QEII, there is a risk of event organisers discontinuing with events or relocating to other centres. An example of this is the "AMP multi sport" event which relocated north, as event organisers felt TMP requirements in Christchurch City were too onerous.

### **Option 4 Limit the number of events (e.g. high and extreme impact events) that have a potentially adverse effect on surrounding roads**

47. Christchurch is seen as an "events friendly city" and these high and extreme impact events give Christchurch city a high profile both within New Zealand and internationally. Restricting the numbers of such events will destroy this reputation. Deciding which events will occur and which events are turned down is problematic in itself.