

## 16. HAGLEY PARK – TEMPORARY CLOSURE FOR ELLERSLIE INTERNATIONAL FLOWER SHOW

Please Note: This report replaces clause 8 of the current agenda.

<b>General Manager responsible:</b>	General Manager City Environment, DDI 941- 8656
<b>Officers responsible:</b>	Transport & Greenspace Manager DDI 941 6287, Marketing Manager DDI 941 8587
<b>Author:</b>	John Allen – Policy & Leasing Administrator, Jo Blair – Events Development Manager

### PURPOSE OF REPORT

1. The purpose of this report is two fold; firstly to gain Council approval to the temporary closing of parts of North Hagley Park, during February and March 2009, to allow the exclusive occupation of these parts by the Ellerslie International Flower Show (Show), and secondly for the Council to specify the maximum charges that may be charged for admission to the Show. These actions are required by section 53(1)(e) of the Reserves Act 1977 (RA).

### EXECUTIVE SUMMARY

2. Officers are recommending that the Council approve the temporary closure of the areas of North Hagley Park, as set out below to enable the Show to be held:
  - (a) The Entertainment Triangle, Special Events and Lake Albert areas, including the cycleway between the latter two areas from Sunday 8 February 2009 to Sunday 29 March 2009 inclusive (49 days) for the setting up of the Show, the Show and clearing away, and restoring the site as shown on the attached Map 1.
  - (b) The Entertainment Triangle, Special Events, and Lake Albert areas, including the cycleways between all the areas from Friday 6 March 2009 to Monday 16 March 2009 inclusive (11 days) for the days of the Show itself as shown on Map 2.
  - (c) The Carlton Mill Sports Grounds from Thursday 5 March 2009 to Tuesday 17 March 2009 inclusive (13 days) for the Show car parking as shown on Map 3.
3. Officers are recommending that the Council approve the maximum amount that is able to be charged to enter the Show as set out below.

Ticket Prices: - (Early Bird)	Current –	Adult	\$28.00
		Senior Citizen	\$24.00
		Child	\$4.00
		Family	\$60.00
From 15 February 2009		Online -Adult	\$35.00
		Senior Citizen	\$31.00
		Child	\$5.00
		Family	\$75.00
		At Gate Add	\$2.00

\$175 per ticket for the Premiere Garden Party.

\$5.00 per car for the public to park in the temporary car park within North Hagley Park.

4. The Show is shown on the list of significant public events in the appendices section of the Hagley Park Management/Master Plans 2007 that occur regularly in North Hagley Park, and therefore the holding of the Show is in conformity with the Plan, (page 144 of the Master Plan).
5. Ellerslie International Flower Show is Christchurch's most premier event - not only for economic impact and community benefits to the city, but for the marketing of Christchurch – 'The Garden City'. It has been labelled an 'icon' event for Christchurch (based on the Events Strategy Framework) and receives all benefits stipulated by the Events Strategy of being an icon event. Benefits include:
  - A proactive partnership with Council for in-kind support
  - Strong marketing support from Christchurch and Canterbury Tourism

6. The Events Strategy sets an objective to have two icon events by 2010 with whole of Council support to establish and grow the event. This is in line with other 'event friendly' cities such as Melbourne, who close their parks for key events such as almost the majority of Albert Park for the Melbourne Grand Prix and the Carlton Gardens for the Melbourne Flower Show.
7. Ellerslie International Flower Show is owned by the Council and it contracts out the management of the event to SMC Limited in Auckland. Governance of the event sits with Christchurch City Council, in particular the General Manager Public Affairs. This application is made for the Council on behalf of the Ellerslie International Flower Show organisers who are contracted to run the Show for the Council.
8. Some disruption will occur to the main cycle/pedestrian routes into the city during the periods that the park is closed for the Show. However, these are not considered to be great given the alternative routes available (one being upgraded), it being during daylight saving, and the greatest disruption occurring over a relatively short period (11 days). Approximately 3,000 trips are made on the shared path on average over each day in summer (that going through Armagh Street Bridge on the way or the way back). Proportionately 2,040 are cycle trips and just over 900 are pedestrians trips. These people will be most affected with this report's recommendation to close the main cycle way for the 11 days. The majority of this group will be people choosing to actively commute (bar the weekend usage) and will therefore be the same people affected on many of the 11 days.

#### **FINANCIAL IMPLICATIONS**

9. There is a small financial implication to the Council with the proposed closure of part of North Hagley Park to enable the holding of the Show. This comes with the resurfacing/widening, (to 2.2 metres) of the footpath from beside the Hagley Park Golf Course Clubhouse to the back of the Botanic Gardens Armagh Street Car Park so as to be able to take cyclists and pedestrians from Riccarton, Fendalton Roads, and to a lesser extent Helmores Lane through to the Armagh Street Bridge for the 11 day period when the main cycle/pedestrian route through the Entertainment Zone is shut. Approximately 100 metres of footpath needs to be widened/upgraded at a cost of approximately \$10,000. The money for this work will come from the parks footpath resurfacing budget, (Parks Open Spaces and Waterways Capital Renewal and Replacements page 129 of the LTCCP). The undertaking of this work will complete the resurfacing/widening of this footpath, the section from opposite Hansens Lane to the Clubhouse being completed three years ago. This work will be complimentary to the future work planned within the Hagley Park Management Plan and any future work will not supersede the widening of this path. See Plan 4.

#### **Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?**

10. The recommendations will have minimal impact upon the 2008-18 LTCCP budgets.

#### **LEGAL CONSIDERATIONS**

11. The Council, as owner of the Show, has signed a contract with the Show Organisers to manage the Show to be held in Christchurch annually for the next five years, with a right of renewal for a further five years if the parties are in agreement.
12. The specific area of North Hagley Park that this application applies to is RS 41181 on SO Plan 15235 a classified recreation reserve of 87.1700 hectares vested in the Council (the administering body), pursuant to the Reserves Act 1977.
13. Section 53(1)(e) of the RA allows the Council to grant temporary exclusive use of part or all of a reserve, for up to six consecutive days.
14. The effect of section 53(2) of the RA is to allow the Council to exercise the power and discretion that is vested in the Minister, to grant temporary exclusive use of part or all of a reserve for more than six consecutive days.

15. An autonomous power that local authorities as administering bodies have had under the RA since 1 January 1980 is that under section 52(2) they are able to fix charges for admission (up to 40 days;) to a recreation reserve, without the need to refer any of the decisions required to the Minister of Conservation for approval.
16. The first issue, therefore, that requires a Council decision is the closing of parts of Hagley Park for a period of longer than six consecutive days as set out above.
17. The second issue that requires a Council decision is the maximum level of charges that may be made for the Show.
18. The use of part of North Hagley Park for the Show requires resource consent under the Christchurch City Plan. A resource consent application has been received and is currently being processed.

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

19. Yes – see above.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

20. The LTCCP's strong communities strategic directions section prioritises: providing accessible and welcoming public buildings, spaces and facilities; providing parks, public buildings, and other facilities that are accessible, safe, welcoming and enjoyable to use; working with partners to reduce crime, help people avoid injury and help people feel safer; providing and supporting a range of arts, festivals and events; and protecting and promoting the heritage character and history of the city. By approving this application Council will support and add to the range of experiences people are able to enjoy and experience, within the city be that of a temporary nature.
21. The LTCCP's healthy environment strategic directions section prioritises: providing a variety of safe, accessible and welcoming local parks, open spaces and waterways; providing street landscapes and open spaces that enhance the character of the city; and protecting and enhancing significant areas of open spaces within the metropolitan area. The approval of this application and the resulting Show, will enhance the character of North Hagley Park for a period, be that of a temporary nature.
22. The LTCCP's liveable city strategic directions section prioritises: improving the way in which public and private spaces work together. The approval of this application will add temporarily to the private infrastructure on the park thereby improving the value of the experiences members of the public can have at the park.

**Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?**

23. Yes – see above.

**ALIGNMENT WITH STRATEGIES**

24. This application is aligned with the Christchurch Active Living Strategy, by adding value through mental stimulation, the general public will gain from their experience of visiting the Show.
25. The Show supports the Christchurch Events Strategy which aims to develop two icon events that promote the unique lifestyle qualities of Christchurch to local national and international markets.
26. This Show supports the Christchurch Visitor Strategy because it helps cement Christchurch as the Garden City of New Zealand and is expected to attract many visitors to Christchurch from other parts of New Zealand

27. This holding of the Show is in alignment with the Council's Strategic Direction to support Strong Communities, It encourages residents to enjoy living in the city and to have fun, thereby supporting Christchurch as being a good place to live.
28. The pathway is an important designated cycleway in the cycleway network. It is considered that the temporary closure of this cycleway will not unduly affect the aims of the Council adopted Cycling Strategy, these being:
  - increase the level of cycling
  - increase enjoyment of cycling
  - increase safety for cyclists in Christchurch

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

29. Yes –see above.

**CONSULTATION FULFILMENT**

30. Public consultation is not required under section 53 of the Reserves Act 1977 before the Council resolves to temporarily close part of North Hagley Park for an extended temporary period. Despite this, two Ellerslie International Flower Show consultation days were held on 11 and 12 June 2008, where members of the public were invited to find out about the Show, and raise any issues of concern that they might have about the event. These two days were part of a full consultation plan developed that ensured Show organisers talked to neighbouring schools, local residents, the local resident group (ICON) and more recently SPOKEs and Living Streets Aotearoa.
31. Throughout the consultation, staff and organisers heard mostly positive responses. The small number of concerns focussed on parking and what impact the Show would have on the older trees in North Hagley Park.
32. SPOKEs had significant concerns about the impact of closing the main thoroughfare through North Hagley Park to cyclists and to pedestrians for the 11 days. This will require detours and in many situations they will have to mix with vehicles entering and manoeuvring in the permanent car parking area and driveway. SPOKEs acknowledged that the secondary detour imposed on these commuters outside of the 11 day closure is acceptable with the extra 175m commute required over the other 38 days. SPOKEs has advised that only option one or two is considered acceptable if the Council is looking to encourage cycle and walking. However, if option three is resolved they would like conditions in place as advised in the option section of this report. Staff have noted SPOKEs' concerns and the options that SPOKEs has suggested have been analysed in the Options Analysis at the end of this report.

**CONCLUSION**

33. In recommending that the Council approve the closure of part of North Hagley Park for the Show, and the maximum charges for entry to the closed area that may be made, officers have given consideration to:
  - (a) The fact that the Show will be of relative short duration.
  - (b) The fact that the Show will only utilise a portion of the total reserve area (14.8725 of 87.17 hectares) of North Hagley Park.
  - (c) That the public will not be unduly prevented from the use and enjoyment of the park because of the Show occurring.

## STAFF RECOMMENDATIONS

It is recommended that the Council:

- (a) In accordance with the requirements of section 53(1)(e) of the Reserves Act 1977, approve the exclusive use of the parts of North Hagley Park, indicated below, by the Ellerslie International Flower Show, by temporarily fencing off these areas from the rest of the park for the periods of time set out below:
- (i) Sunday 8 February 2009 to Sunday 29 March 2009 inclusive, a period of 49 days for the setting up, period of the Show and clearing away the Show site of approximately 6.8985 hectares as shown on the attached Map 1.
  - (ii) Friday 6 March 2009 to Monday 16 March 2009 inclusive, a period of 11 days for the Show itself, this area being part of the main cycle path from Fendalton Road to the Armagh Street Bridge through the Park, which cuts through the Show site, being approximately 0.1560 hectares in area as shown on Map 2.
  - (iii) Thursday 5 March 2009 to Tuesday 17 March 2009, inclusive, a period of 13 days, which includes time to set up and dismantle fences for the temporary car park area of approximately 7.8180 hectares as shown on Map 3.

This approval is subject to the following conditions:

- (1) The Show Organisers are to be responsible for obtaining all resource and building consents required before the Show at their expense.
  - (2) The Show Organisers are to be responsible for meeting all the conditions for site works including restoration specified by the various authorities including the Council.
  - (3) The Show Organisers are to work further with SPOKEs representatives on mutual conditions such as clear signage communication for commuters.
- (b) In accordance with section 53(1)(e) of the Reserves Act 1977 the Council approve the Show Organisers application to charge the public attending the Show the maximum charges as set out below:

Adult	\$35.00
Senior Citizen	\$31.00
Child	\$5.00
Family	\$75.00
At Gate Add	\$2.00
Premiere Garden Party	\$175.00
Per car to park in the temporary public car park	\$5.00

## BACKGROUND

34. The Council has signed a contract with the organisers of the Show to manage the Show on behalf of Christchurch annually for the next five years, there being a right of renewal for a further five years if the parties to the agreement agree.
35. The Show organisers have applied to the Council to shut the two pathways which take cyclists and pedestrians from the north and west of the city through the park to the city via the Armagh Street bridge for the periods set out below. (See Map 4 titled 'Cycleways Proposed Alternative routes February-March 2009'.)
  - (a) A section of the cycleway pedestrian footpath from the signalised cycleway pedestrian crossing on Harper Avenue, past the toilets in North Hagley Park through to Armagh Street Bridge for a period of 49 days.
  - (b) During 38 of these days users will be directed on the path to Lake Victoria to join up with the Fendalton Road to Armagh Street cycle/pedestrian path, the extra distance required to travel being approximately 175 metres.
  - (c) During the 11 days that the Show is open cyclists will be redirected from inside the Harper Avenue Park boundary after crossing Harper Avenue on the cycle crossing, along the sealed cycleway toward Carlton Mill Corner, and from there along a gravel path to the cycle/pedestrian bridge from Hagley Park over the Avon River to Park Terrace opposite the end of Salisbury Street. This will increase the users travel distance by 400 metres approximately.
  - (d) Cyclists and pedestrians from Riccarton, Fendalton, and Helmores Lane intersections with Deans and Harper Avenues, will be redirected along the upgraded pathway for the 11 days when the main route through the Show site is closed to the back of the Botanic Gardens Armagh Street Carpark as Shown on the map titled 'Cycleways Proposed Alternative Routes February March 2009'.
36. At this time it is estimated approximately 45,000 visitors will attend the Show but indications are that it could be more.
37. The Show will have limited impact on other events in Hagley Park. There are no major events that have had to be changed due to the event. Some smaller events, for example, vintage car displays, have had to take place in other parts of Hagley Park instead of the traditional Events Triangle. All sports sectors who use the park have been consulted and the event has most impact on the Summer Soccer League on North Hagley Park. They are looking to start their season earlier to compensate for the disturbance.
38. As the city has never had an event like this, there are issues that the Council has never had to deal with before. One of these issues is that a portion of Hagley Park will to be closed and this will affect one of the most used cycle and pedestrian paths in the Park for 11 days. Other cities around the world make unusual exceptions for premier events. For example, the Melbourne Grand Prix closes the majority of Albert Park and there is no cycling or walking for over two weeks.
39. Staff do not envisage that the closure of this thoroughfare will be repeated for other events. This closure is taking place under exceptional circumstances to ensure that Christchurch's premier event can take place each year for the next 10 years and is a success.

40. Show Organisers did consider the possibility of the main cycle/pedestrian footpath that cuts through the Show site remaining open during the Show, being fenced on both sides and the construction of a temporary pedestrian bridge over it to enable patrons to the Show to get to both sides of the fenced pathway. If the pathway was to remain open for the duration of the Show, there is a requirement for the pathway to be fenced for this period for security and payment entry reasons. This was discounted because experience in Auckland has shown that a high proportion of Show-goers are 55+ in age, a number not being agile, with a good number of these people being in wheelchairs, and requiring other forms of mobility apparatus, consequently these patrons would experience difficulty using a pedestrian bridge, and seeing all the Show. Staff therefore looked at another option of the cyclists and commuter pedestrians crossing the show over a bridge – where there will be less people over a longer time. This has been analysed in Option 2 – however is currently unbudgeted.
41. The Show Organisers have indicated that the clear signposting of the temporary cycle/pedestrian pathway arrangements in advance (two weeks) of the closed periods is very important, acknowledging the organisers responsibility for this. This will be a condition of the granting of the application, and SPOKEs will be consulted on communicating detours.
42. As an alternative solution to the cycleway disruption, officers have investigated the possibility of constructing a new cycle/pedestrian path around the east end of Lake Victoria to link the open part of the Fendalton to Armagh Street Bridge pathway, during the period when the path through the middle of the Show area is shut, to the driveway into the Botanic Gardens Armagh Street Carpark. This route would cause slightly less inconvenience (less than 50 metres distance) for pathway users using the Harper Avenue signalised crossing, than the proposed temporary arrangements. The benefits of this route are small in relation to the additional cost of providing this footpath, therefore it was not considered a good option.
43. In addition, the abovementioned alternative solution is complicated due to the necessity to undertake community consultation on the proposal to build a new cycleway in the park, especially because it is essentially for the benefit of cyclists travelling through the park, and not strictly for park users recreating on the park. It has been common practice when upgrading existing pathways within Hagley Park to widen them to cater for the greater number of users, (because of the increase in the city's population), without undertaking public consultation. This is the situation with the path proposed for the upgrade. The proposal is of a minor nature not requiring public consultation in terms of the Local Government Act 2002 requirements.

#### **THE OBJECTIVES**

44. The objective is for the Council to grant approval for the closure of parts of North Hagley Park, (the Major Events Area) so that the Show can take place over an 11 day period in March 2009. This action is in alignment with the Council's LTCCP, activity management plans, and strategies as elaborated upon above.

#### **THE OPTIONS**

45. Option 1: Approve the application, pending Show organisers eliminate the use of the Entertainment Triangle and expand the Show boundaries further into the currently proposed car parking area of Hagley Park.
46. Option 2: Approve the application, pending Show organisers ensure the main Hagley Park Cycle thoroughfare is kept open through the Show (11 Days) by building a cycle and pedestrian ramp (180m long) along the path where Show attendees can move under to get to the two components of the Park.
47. Option 3: Approve the application as presented in this report on the condition that staff work with SPOKEs to ensure clear communication of detours.

#### **PREFERRED OPTION**

48. Option 3.

**Option 1: Approve the application, pending Show organisers eliminate the use of the Entertainment Triangle and expand the Show boundaries further into the currently proposed car parking area of Hagley Park**

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	<ul style="list-style-type: none"> <li>This will have less impact on commuter cyclists and pedestrians and this option will be supported by this group</li> </ul>	
<b>Cultural</b>		<ul style="list-style-type: none"> <li>The look and feel of the Show will be compromised with the Show taking place in a 'paddock' like area with fewer trees to frame the entrance and maximise the beauty of Hagley Park and the Garden City</li> </ul>
<b>Environmental</b>		<ul style="list-style-type: none"> <li>There is limited infrastructure in the more northern part of the park. This may require more works which will disrupt the sports fields part of the park – of which have had recent upgrading</li> </ul>
<b>Economic</b>		<ul style="list-style-type: none"> <li>It is imperative that the first Show in 2009 is a success and breaks even and ensures visitors will return year after year to ensure the long term viability of the Show. If the Show does not look and feel like the vision that has been created for it to market the Garden City, the long term attendances could be affected.</li> </ul>

**Extent to which community outcomes are achieved:**

Same outcomes are achieved as documented in the report.

**Consistency with existing Council policies:**

See Report

**Views and preferences of persons affected or likely to have an interest:**

SPOKES is suggesting this option. The boundaries of the Show would be moved north to eliminate the entertainment area and ensure the major cycle thoroughfare is kept open throughout the Show. This affects people over 11 days who will need to add 400m to their journey and mix with motor vehicles using the parks permanent parking area and driveway (approximately two minutes on their bike).

The Show organisers and governance of the Show (by the General Manager Public Affairs) would not support this option as it will increase costs to build extra infrastructure to the park and limit the vision both staff and organisers have for the Show which aims to provide ambient tree areas and a dramatic tree lined entry to the Show. This 'look and feel' is consistent with how the Chelsea Flower Show has been arranged, and a key reason to why the Show Organisers were keen to look at Hagley Park as a new venue for the Show.

In addition, if the boundaries are moved, extra costs will be incurred to create necessary infrastructure (e.g. power) in the new area, whereas the Entertainment Triangle has also been chosen as it has this infrastructure already.

**Other relevant matters:**



**Option 2: Approve the application, pending Show organisers ensure the main Hagley Park Cycle thoroughfare is kept open through the Show (11 Days) by building a cycle and pedestrian ramp (180m long) along the path where Show attendees can move under to get to the two components of the Park.**

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	<ul style="list-style-type: none"> <li>This will have an impact on commuter cyclists and pedestrians however they will still be able to use the main commuter thoroughfare. This option was recommended by SPOKEs so will support that group's wishes.</li> </ul>	
<b>Cultural</b>		<ul style="list-style-type: none"> <li>The ramp will cost approximately \$25,000 and it an estimated cost of \$5,000 for decoration.</li> <li>The look and feel of the Show will be compromised by the large ramp. However it can be decorated at a cost and could help Showcase a 'cycle city' in the middle of a Garden City which are both at the heart of Christchurch's culture.</li> </ul>
<b>Environmental</b>		<ul style="list-style-type: none"> <li>The ramp will have an impact on the look and feel of the Park but is not envisaged to damage grass as it will be constructed on the path</li> <li>In addition further upgrades are not budgeted for</li> </ul>
<b>Economic</b>		<ul style="list-style-type: none"> <li>The ramp will not have an impact on the success of the Show in the long term. However in its first year – the cost of the ramp will impede on the very tight Show budget which does not have any Council sponsorship or additional budget contributed to it</li> <li>The estimated \$30,000 is not budgeted for and there are no recommended avenues of where to find this funding.</li> </ul>
<p><b>Extent to which community outcomes are achieved:</b></p> <p>Same outcomes are achieved as documented in the report.</p> <p><b>Consistency with existing Council policies:</b></p> <p>See report.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b></p> <p>This option was suggested once it was agreed that building a bridge across the cycle way for Show attendees was not going to be feasible (due to limited inability for 55+ Show attendees plus disabled attendees to use the bridge. Staff came up with this option having looked the possibility of a bridge for Show attendees to cross the path is not recommended. Pedestrian bridges will also affect the 'flow' of the attendees and ambience of both parts of the Show. SPOKEs liked this option.</p> <p>The Show organisers and governance of the Show (by the General Manager Public Affairs) do not support the option as there is an estimated cost of \$30,000 to build and decorate the bridge, plus extra fencing for security of the Show along the path. In addition if cyclists remained using the thoroughfare there could be more issues once they have disembarked the bridge at Armagh Street bridge where Show attendees are arriving at the Show (some days potentially up to 25,000).</p> <p><b>Other relevant matters:</b></p>		

**Option 3: Approve the application as presented in this report on the condition that staff work with SPOKEs to ensure clear communication of detours.**

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>		<ul style="list-style-type: none"> <li>This will have an impact on commuter cyclists and pedestrians by adding approximately 400m to their journey for 11 days. They will still be able to use the Park for commuting but will be clearly redirected. This does not support the city's cycle strategy 100% in encouraging commuting. However staff understand the impact and will communicate it as strongly as possible</li> </ul>
<b>Cultural</b>	<ul style="list-style-type: none"> <li>Including the Events Triangle in the overall Show area ensures tree lined entrances, close proximity to power supplies and a tree lined ambient area for entertainment. The look and feel of Ellerslie is an important success factor for the event.</li> </ul>	
<b>Environmental</b>	<ul style="list-style-type: none"> <li>This suggested layout will maximise the environment for the Ellerslie Show.</li> </ul>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>This suggested layout is currently budgeted for and Council is not asked for further money to make it happen.</li> </ul>	
<p><b>Extent to which community outcomes are achieved:</b></p> <p>Same outcomes are achieved as documented in the report.</p> <p><b>Consistency with existing Council policies:</b></p> <p>See report.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b></p> <p>SPOKEs are less supportive of this option however if it is the best option for the Show's success. If the Council supports this option, Council staff and SPOKEs will work together to ensure the best implementation possible of the option.</p> <p><b>Other relevant matters:</b></p>		