

20. HAGLEY PARK – TEMPORARY CLOSURE FOR ELLERSLIE INTERNATIONAL FLOWER SHOW



General Manager responsible:	General Manager City Environment, DDI: 941-8608
Officer responsible:	Manager Transport and Greenspace
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PURPOSE OF REPORT

1. The purpose of this report is two-fold, one to gain Council approval to an application by the Ellerslie International Flower Show Organisers (Show Organisers) requesting temporary exclusive use of parts of north-east Hagley Park, in February/March 2010, namely the major events areas, for more than six days. This action is required by section 53(1)(e) of the Reserves Act 1977 (the Act), the six day period being allowed for without special permission being granted from the Council. The periods of closure applied for the various areas of the show, shown as stages on the attached plans labelled Temporary Fence Map, (**Attachment 1**), and Public Parking, (**Attachment 2**), are set out below:
 - (a) Stage 1 from Wednesday 10 February 2010 to Wednesday 31 March 2010 inclusive (50 days) for the setting up and clearing away the show site in this area.
 - (b) Stage 2 from Monday 15 February 2010 to Wednesday 31 March 2010 inclusive (45 days) for the setting up and clearing away the show site in this area.
 - (c) Stage 3 from Friday 5 March 2010 to Wednesday 18 March 2010 inclusive (14 Days) for the setting up and clearing away the show site in this area. This includes both cycle ways/pedestrian footpaths through this area.
 - (d) Public car park from Monday 8 March 2010 to Monday 15 March 2010 inclusive (8 days) for the show public car park area.

The second requirement is that under section 53(1)(e) of the Act, the Council is required to specify the maximum charges that may be charged for admission to the show, (**Attachment 3**).

EXECUTIVE SUMMARY

2. Staff recommend that the Council approves the temporary exclusive use of the grass areas, which includes the cycling/pedestrian footpaths, in North Hagley Park, which will be fenced off for the show, as shown on Attachment 1 for the periods applied for as set out in 1(a),(b), (c) and as shown on Attachment 2 for (d) above. This area will include part of the main cycle/pedestrian footpaths from Fendalton Road and Harper Avenue to the Armagh Street bridge for a 14 day setup, show, and breakdown period. These main cycle ways from the north and west of the City are part of the main cycleway network use by cyclists and pedestrians travelling to and from the central business area from this quadrant of the City.
3. The experience gained by the show organisers from last year has resulted in the organisers deciding that they are able to shut off the show area in four stages, thereby minimising the inconvenience to general park users. The resulting big change that will occur is that the Deans Avenue cycleway that was closed for a period of 49 days last year, will only be closed for 14 days this year.
4. The footpath from beside the golf course clubhouse to the back of the Botanic Gardens Armagh Street Car Park has been upgraded to take cyclists and pedestrians from Riccarton, Fendalton Roads, and to a lesser extent Helmores Lane through to the Armagh Street Bridge for the 14 day period when part of the main cycle/pedestrian route is shut, an extra distance of approximately 100 metres.
5. During the 14 days when the footpaths through the show area are closed, cyclists and pedestrians using the signalised cycleway pedestrian crossing on Harper Avenue, will be redirected to use the pedestrian footbridge across the Avon River from North Hagley Park to Park Terrace opposite the end of Salisbury Street. This will increase the users distance of travel by approximately 400 metres during this period.

6. The closing of all the cycleway/pedestrian pathways through the show area for the same period will enable a simplification of the signage to occur at the points where the "traffic" will be re-directed onto alternative pathways to enable users to get around the show site. Clear signposting of the temporary cycle/pedestrian pathway arrangements in advance of the closed periods is important. The show organisers accept responsibility for organising and paying for this signage, which will be one of the conditions under which this application will be granted.
7. 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).
8. 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) A proactive partnership with the Council for in-kind support.
 - (b) Strong marketing support from Christchurch and Canterbury Tourism.
9. 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.
10. 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.
11. 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, it being during daylight saving, and the greatest disruption occurring over a relatively short period (14 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 14 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 14 days.

FINANCIAL IMPLICATIONS

12. There is a small financial implication to the Council with the proposed closure of part of North Hagley Park to enable the Ellerslie International Flower Show to be held, this being the costs of staff time spent preparing this report to gain Council approval or otherwise of the show organiser's application and other staff liaison with the organisers required, including the monitoring of the temporary developments and final clean of the site, these costs are already allowed for in existing staff budgets.

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

13. Staff are of the view that the recommendations will have no impact upon the 2009-19 LTCCP budgets, the one-off costs in closing the part of Hagley Park applied for, and associated liaison work being covered within existing budgets.

LEGAL CONSIDERATIONS

14. 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 five years, with a right of renewal for a further five years if the parties are in agreement, 2010 being the second year of this contract.

15. 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.
16. Section 53(1)(e) of the Act allows the Council to grant temporary exclusive use of part or all of a reserve, for up to six consecutive days.
17. The effect of section 53(2) of the Act 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.
18. An autonomous power that local authorities as administering bodies have had under the Act 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.
19. 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.
20. The second issue that requires a Council decision is the maximum level of charges that may be made for the show.
21. 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?

22. Yes, see above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

23. 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. The fulfilment of the show organiser's ambitions by approving this application 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.
24. 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.
25. 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?

26. Yes, see above.

ALIGNMENT WITH STRATEGIES

27. 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.

28. This Show supports the Christchurch Visitor Strategy because it is expected to attract many visitors to Christchurch from other parts of New Zealand, with resulting economic spin offs for the private sector within the City
29. The holding of this 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.
30. The pathways are important designated cycleways in the cycleway network. It is considered that the temporary closure of these cycleways will not unduly affect the aims of the Council adopted Cycling Strategy, these being:
 - (a) Increase the level of cycling.
 - (b) Increase enjoyment of cycling.
 - (c) Increase safety for cyclists in Christchurch.

Do the recommendations align with the Council's strategies?

31. Yes –see above

CONSULTATION FULFILMENT

32. 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.
33. Council staff have, however, sent "Spokes", the organisation which represents cyclists in the City, the application to close the park for their comment. The application has been discussed between members of their committee, before the report author received an emailed reply from their Chairperson, the main points of which are:
 - (a) Their first choice, is of course that there be no closures or disruption to the normal flow of cyclist and pedestrians during this time, but they realise that this is an impossibility with the present position and set up for this show. They therefore ask that disruption to cyclists and pedestrians be kept to the minimum possible.
 - (b) They agree with the application that was emailed to them. They are pleased to see that the organisers have been willing to reduce the time the cycleway/pedestrian pathways are closed in light of their experience in setting up , running and packing up after the last show and commend them for that. They comment that they hope that the organisers will continue to further refine their organisation of the show, which may hopefully reduce the closure times even more in the future.
 - (c) Spokes also comment that they believe that festivals such as the Ellerslie Flower Show, do much to enhance our city as a clean green place, indicating that it would be wonderful if the organiser incorporated active transport into the show to showcase Christchurch as a cycle- and pedestrian-friendly city as well.

CONCLUSION

34. Officers in recommending that 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, have given consideration to:
 - (a) The fact that the show will be of a 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 majority of the park because of the show occurring.

STAFF RECOMMENDATION

1. That the Council, 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 to enable the show to be set up, held, and dismantled, and the site cleared.
 - (a) Approximately 6.8985 hectares as shown on Attachment 1, for the periods of time set out below:
 - (i) Stage 1 from Wednesday 10 February 2010 to Wednesday 31 March 2010 inclusive (50 days) for the setting up and clearing away the show site in this area.
 - (ii) Stage 2 from Monday 15 February 2010 to Wednesday 31 March 2010 inclusive (45 days) for the setting up and clearing away the show site in this area.
 - (iii) Stage 3 from Monday 5 March 2010 to Wednesday 18 March 2010 inclusive (14 days) for the setting up and clearing away the show site in this area. This includes both cycle ways.
 - (b) Approximately 7.8180 hectares for the temporary public car park area as shown on Attachment 2:
 - (i) Public Car park from Monday 8 March 2009 to Wednesday 15 March 2010 inclusive (8 days) for the Show public car park area.
 - (c) This approval is subject to the following conditions:
 - (i) The show organisers are to be responsible for obtaining all resource and building consents required before the show at their expense.
 - (ii) The show organisers are to be responsible for the reinstatement of all areas after the show to the satisfaction of the Transport and Greenspace Manager or his nominee at their expense.
 - (iii) The temporary fencing of all areas is to be undertaken by the show's organisers at their expense to ensure that all activities are contained within the designated areas,
 - (iv) The marshalling of cars within the temporary car park area is to be the responsibility of the show organisers, including ensuring the safety of other park users in these areas.
 - (v) The show organisers being responsible for the maintenance of the areas, including the removal of rubbish during the period that the areas of the park are closed to the general public.
 - (vi) The show organisers being responsible at their expense for engaging the services of a commercial traffic management plan provider to prepare a traffic management plan for the event, which is to be approved by the Council's traffic engineers prior to the event.
 - (vii) The show organisers being responsible for the erection at the appropriate locations within North Hagley Park approved temporary cycle/pedestrian footpath signage 14 days before the temporary arrangements are to be put in place.
 - (vii) The show organisers Club being responsible at their expense for the reinstatement of the area after the Show to the satisfaction of the Transport and Greenspace Manager or his nominee.

2. In accordance with section 53(1)(e) of the Reserves Act 1977, the Council approve the show organiser's application to charge the public attending the Show the maximum charges as set out below.

EARLY BIRD (Purchased before 15 February)	COST
Adult – Any Day	\$32.00
Adult – Specific Day	\$28.00
Adult – Specific Day Afternoon	\$24.00
Senior Citizens – Any Day	\$28.00
Senior Citizens – Specific Day	\$24.00
Senior Citizens – Specific Day Afternoon	\$22.00
Child – Any Day (5 – 14)	\$4.00
Family – 2 adults, 2 children – Specific Day	\$60.00
Group – 20 + Specific Day	\$24.00
Trade	\$24.00
PGP	\$125.00
Diamond Express Club	\$65.00
Diamond Express Club additional	\$50.00
Elite Experience	\$160.00
Car Parking	

FULL (Purchased after 15 February)	COST
Adult – Any Day	\$40.00
Adult – Specific Day	\$ 35.00
Adult – Specific Day Afternoon 3pm	\$ 30.00
Senior Citizens – Any Day	\$35.00
Senior Citizens – Specific Day	\$31.00
Senior Citizens – Specific Day Afternoon	\$26.00
Child – Any Day (5 – 14)	\$5.00
Family – 2 adults, 2 children – Specific Day	\$75.00
Group – 20+ Specific Day	\$29.00
Trade	\$24.00
PGP	\$125.00
Diamond Express Club	\$65.00
Diamond Express Club additional	\$50.00
Elite Experience	\$160.00
	\$5.00

THE OBJECTIVES

36. 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 (5 days) can take place during the 14 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

37. To approve the application, thereby allowing the Show (5 days) to take place during the 14 day period applied for in March 2010. This action is in alignment with the Council's LTCCP, activity management plans, and strategies as elaborated upon above.
38. Not approve the application, which will mean that the Show (5 Days) is not able to take place during the 14 day period in March 2010. This action would not be in alignment and would not support the Council's LTCCP, activity management plans, and strategies as elaborated upon above.

PREFERRED OPTION

39. To approve the application, thereby allowing the Show (5 days) to take place during the 14 day period in March 2010.