

# C7 Planning for pedestrians during special events

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## Purpose

This module provides guidance to local governments for planning for and effectively accommodating the movement of pedestrians associated with special events.

## Introduction

A special event may be a conference, a street festival, a cycle ride, a sports match, a music festival, or any event that will attract large numbers of people. The event might be a one-off, or one that will happen on a weekly, monthly, or even yearly basis. It can be either a privately sponsored or government-sponsored event (see Figure C7-1).

These events can be classified as:

- ▶ large-scale on-street events, such as a street festival, cycle race or triathlon
- ▶ large-scale off-street events, such as a sports event at a stadium or sporting field
- ▶ small-scale on-street events, such as a local street party in a residential area
- ▶ small-scale off-street events, such as a conference or seminar.

Each of these events can have an impact on the local area as people travel to and from the venue.



**Figure C7-1**  
Government-sponsored special events

Another useful way of classifying events is based on the type of impact they would have on pedestrians, for example, the following three categories:

- ▶ pedestrian-focused events (e.g. the RNA Show or the 'Ekka' and other regional festivals, or any event solely for pedestrians)
- ▶ pedestrian-attended events (e.g. at the Gabba in Brisbane and at Indy 300 on the Gold Coast), where most attendees will be pedestrians at some point of the journey, particularly at the destination point, but the event is not pedestrian-focused and is likely to involve traffic interactions etc.
- ▶ pedestrian-excluded events (e.g. cycling races, road areas of Indy 300, car rallies), where the event itself is an obstacle to pedestrian activity. While pedestrians may attend such events, the space for the event usually includes areas taken from normal pedestrian activity.

Councils may become involved in the planning of special events due to a range of circumstances. They may sponsor an event as a general promotional activity (e.g. Toowoomba Carnival of Flowers).



They may become involved as a key stakeholder by providing a coordinating role in both traffic and pedestrian arrangements for the event (e.g. at the Gabba Cricket Ground). They may also become involved from the perspective of granting approval for an organisation to run the event in the local park or as a street festival which requires the local street to be closed (e.g. Moorooka Street Festival in Brisbane).

Consequently, it is important for councils to be aware of the needs of pedestrians at these events and to ensure that adequate provision is made for safe access to and exit from the venue. Councils also need to be aware of the rights of local residents in the precinct surrounding the venue, and the need to balance the demands for parking generated by the special event against the need to maintain an adequate level of amenity and access to property for the owners of surrounding properties.

### C7.1 A planning framework

The first step in planning for pedestrians during special events is to assess the characteristics of the particular event in question. Councils will need to determine whether other government agencies need to be involved.

The size of the event, the proposed location of the venue, the duration of the event, and the day and time of the week the special event is to take place will usually be sufficient information to enable council officers to determine whether the event is likely to warrant dedicated resources across a number of government agencies, or whether it is an event that can be handled by council officers.

A single checklist can be developed which will indicate whether additional agencies need to become involved. See Table C7-1 for items which may be included in this checklist.

Some states have developed resource kits for planning the transport needs of special events. A resource kit is available at <<http://www.travelsmart.gov.au/events/index.html>> that provides a structured framework approach to planning for more sustainable modes of transport to and from special events.

### C7.2 Planning for pedestrians

Most attendees at special events will arrive at the venue as pedestrians. Others who may be less mobile may be set down at the entrance to the venue at a kerbside taxi rank or bus bay dedicated to that purpose for the duration of the event.

In most cases, these attendees will have either driven to the venue in a private vehicle or arrived by some mode other than walking (e.g. bus, train, taxi or ferry). Therefore, while planning for pedestrians is the focus of this module, the task of planning for pedestrians is part of the larger tasks of effective transport planning for special events.

The *TravelSmart special events planning resource kit 2004* provides comprehensive lists of issues to be addressed in pedestrian planning for special events. This resource details 10 special-event case studies and provides guidance on a range of issues to be addressed when planning for special events. Information on the kit is available at <<http://www.travelsmart.gov.au/events/four.html>>.

### Understanding the objectives

The key to success in planning is to know and understand the objective. The objective(s) will depend on the nature of the event, and could include:

- ▶ Increase the attendance over last year.
- ▶ Set a target for the number of people arriving by public transport.
- ▶ Provide high-quality pedestrian walking facilities (see Figure C7-2) and signage to minimise the need for vehicular access to venue boundary.
- ▶ Establish a pedestrian-friendly traffic management plan.
- ▶ Provide an operations order that clears the venue within a nominated time of the event concluding.
- ▶ Minimise the impact of the event on street traffic.
- ▶ Reduce the level of vehicular congestion at or near the venue.

Once the objectives have been agreed and set, the planning can begin in earnest.



**Figure C7-2**  
Temporary barricades allow pedestrians to use roadway space during special events

**Table C7-1**  
Checklist for agency involvement in special events

Item	✓ if yes	Agency involvement
<b>Automobile traffic</b>		
▶ Does the event occur during peak-hour traffic conditions?	<input type="checkbox"/>	▶ Queensland Police Service
▶ Does the event require a dedicated traffic management plan (route detours, intersection closures etc.)?	<input type="checkbox"/>	▶ Main Roads ▶ council officers
▶ Does the event require special parking arrangements for patrons to venue?	<input type="checkbox"/>	▶ council officers
▶ Does the event require special traffic signage erected for its duration?	<input type="checkbox"/>	▶ State Emergency Service
<b>Pedestrians</b>		
▶ Might large attendance cause traffic congestion during crowd build-up and at the end of event?	<input type="checkbox"/>	▶ Queensland Police Service ▶ Main Roads ▶ State Emergency Service ▶ local volunteer groups
▶ Do pedestrian paths require signage and lighting (if at night)?	<input type="checkbox"/>	▶ council Works Department
<b>Integrated transport</b>		
▶ Can bus and rail transport be used?	<input type="checkbox"/>	▶ local bus company ▶ Queensland Rail
▶ Are taxi set-down bays required?	<input type="checkbox"/>	▶ Queensland Bus Industry Council
▶ Have bus shuttle services between venue and park-and-ride site been established for the event?	<input type="checkbox"/>	▶ Queensland Transport ▶ taxi company ▶ Taxi Council of Queensland
▶ Are ferries and water taxis required?	<input type="checkbox"/>	▶ Queensland Transport ▶ local ferry company
<b>Promotion and information dissemination</b>		
▶ Will print media be required?	<input type="checkbox"/>	▶ local newspaper editor
▶ Will radio media be used?	<input type="checkbox"/>	▶ local radio station ▶ local business council



**Table C7-2**  
Developing an audit checklist

Part D table reference/design element	Important design features	Audit task	Audit response
Table D1-1, Pathway capacity	<ul style="list-style-type: none"> <li>▶ Adequate space for pedestrian surge conditions</li> </ul>	<ul style="list-style-type: none"> <li>▶ Check width and grade of pathway against anticipated exit flows of pedestrians</li> </ul>	<ul style="list-style-type: none"> <li>▶ Adequate</li> <li>▶ Not adequate — provide crowd control barriers on kerbside lane to accommodate crowd</li> </ul>
Table D1-1, Safety	<ul style="list-style-type: none"> <li>▶ Surfaces firm and slip-proof</li> </ul>	<ul style="list-style-type: none"> <li>▶ Check conditions for dry and wet weather</li> </ul>	<ul style="list-style-type: none"> <li>▶ Adequate in dry weather</li> <li>▶ Not adequate — develop contingency plan in the event of rain</li> </ul>
Select important design features, relevant audit tasks and audit responses for remaining design elements listed in tables D1.1 to D1.6			

### Conducting an audit

An audit is a vital step in the planning process because it identifies the gap between existing pedestrian facilities and the standards required to ensure best practice. When conducting an audit, the principles outlined in D1.1 *Designing good quality walking facilities* should be followed.

To prepare for an audit, a plan should be prepared showing the venue and the major transport network features likely to be used by those attending the special event. Transport network features include train stations, bus stops, taxi ranks, car parks and kerbside parking.

The plan should also highlight those arterial streets and intersections where significant impacts may be expected as a result of pedestrians attending the special event.

Once the fixed elements of the transport network have been identified, the pedestrian linkages to the venue can be determined. In many cases, local knowledge will be most relevant in assessing preferred pedestrian routes to and from the venue. When these have been determined, a detailed site audit of each preferred pedestrian route can be undertaken, on foot and with an appropriate checklist and camera (for a photographic record).

A pedestrian checklist can be developed for each special event based on local conditions and circumstances. As a general rule, the principles outlined in Module D1 (Tables D1-1 to D1-6) should be referred to when developing this checklist. An example of how this may be achieved is outlined in Table C7-2. The audit response to each audit task will vary according to local conditions and the requirements of the different types of pedestrians (e.g. teenagers, seniors, families) attending the special event.

Once the audit has been completed, a schedule of works/treatments can be developed to address each shortcoming in an orderly and coordinated manner. The best way to address this is to list the works/treatments and allocate someone the responsibility for addressing the matter within a given timeframe.

### C7.3 Planning for pedestrians during set-up and take-down of special events

The needs of pedestrians should be catered for during any venue construction or venue accessway upgrade that impacts on existing access paths to and from the venue. The principles of continuity and continuous access path are important in this respect (see C6.3 *Planning for pedestrians during construction*).

In instances where temporary fences are erected across established walk access paths, alternative access paths should be identified and signposted.

These paths should comply with the relevant standards and be in accordance with the guidelines outlined in C6.3 *Planning for pedestrians during construction*.

In instances where access path upgrades are being undertaken, an adequate alternative route and supporting signage should be provided. It would also be helpful if the signage displays an expected completion date so that pedestrians are reassured that the disruption is only temporary.

Where changed conditions result as a consequence of the construction program, adequate lighting should be provided to ensure that the alternative access path is safe for night walking.

### References

Parsons Brinckerhoff 2001, *Goodwill Games Traffic Management Plans*, Parsons Brinckerhoff, Brisbane.

TravelSmart Australia 2004, *TravelSmart special events planning resource kit*, TravelSmart Australia, viewed 22 March 2005, <<http://www.travelsmart.gov.au/events/four.html>>.

#### For more information

Website: <<http://www.transport.qld.gov.au/pedestrian>>.

*Easy Steps* is published by Queensland Transport.

