

126431

Etihad OVG Arena

CONTEXT

Located on Etihad campus. 68,608 sqm

Application is for the erection of a multi-use arena (Use Class D2) (61082 sqm) with a partially illuminated external facade together with ancillary retail/commercial uses (Classes A1, A3 and A4), with highways, access, servicing, landscaping, public realm and other associated works.

The proposed opening year 2023 with construction beginning 3rd quarter of 2020.

At capacity events, the arena will be supported by 770 on site staff.

There are two Arena event categories, matinee and evening.

- Matinee, max capacity 11750, event start 1330 finish 1600-1700.
- Evening, max capacity 23500, event start 1930 finish 2200-2300.

It is noted that the consented Etihad capacity is 62,250.

PUBLIC TRANSPORT

The site is considered suitable accessible by sustainable modes including tram, rail and bus.

- TRAM : the nearest stop is Etihad stadium however it is expected that visitors will also use Velopark and Holt Town stops. There is also potential for visitors to use various park and ride sites on the network – these provide circa 2300 spaces.
- BUS: the main bus corridors are Alan Turing Way, Ashton New Road and Bradford Road.
- RAIL: Ashburys links to Marple and Manchester Piccadilly.

EVENTS

The proposed peak capacity is 23500, however the more usual expected capacity is 16000-20000. It is expected that initially there will be circa 120 events per year rising to 180 events. The 23500 is based on a standing event, there would be circa 11500 seats.

It is expected that circa 10-15 events will coincide with Etihad stadium events. One third of these (circa 5) would be weekday evening – which is considered the peak of the peak.

The fundamental approach is to maximise the sustainability of the campus and MCC Highways support this in principle.

On some days the matinee and evening events will occur on the same day however it is stated that there will be minimum of 2 hours between events – it is recommended that this is stipulated in a conditioned operational plan.

The proposed Arena is located on the existing Etihad campus resulting in a reduction in on-site car parking of 500 spaces. Presently there are 4200 car parking spaces this will be reduced to 3700 spaces.

VEHICLE ACCESS/EGRESS

The main vehicle access is proposed via existing from Alan Turing Way.

It is proposed that vehicles arriving from the north will use existing entrance Sportcity Way (gate 2), and those arriving from the south will use gate 1 (north of the car park).

This arrangement appears acceptable in principle however should there be any issues observed then marshals and signage will be used to manage traffic access/egress - it is recommended that this is stipulated in a conditioned operational plan.

The in-flow has been assessed and modelling provided that predicts that there will be no queuing back onto the highway and that should any queueing develop this will be managed by adjusting signal timings and marshalling – it is recommended that this is stipulated in a conditioned operational plan.

It is proposed that the egress arrangements will be designated and coned as follows:

Gate 1 (northern end) - vehicles travelling north from car park H

Gate 2 (Sportcity Way)– all vehicles from car park G and those travelling south from car park H

It is noted that minimal green time is given to car park egress and based on the modelling provide it would take circa 41 minutes for the car park to empty. Queuing and waiting within the car park is considered preferable to vehicles queuing onto the highway and conflicting with pedestrians.

At the point of vehicle egress, any boundary treatments should be visually permeable from 600mm upwards to ensure intervisibility between pedestrians and drivers. Dropped kerbs and tactile paving should be provided across all vehicle access points to aid visually and mobility impaired pedestrians.

All gates should open inwards and not impact the adopted highway.

COLLISION DATA

Data has been collated and analysed for the most recent 5 year period. In summary, the data indicates there were 66 collisions of which 52 were slight and 14 serious. Four clusters were identified however these are located at junctions on the network and given traffic volumes the frequency of collisions is not considered unusual. The analysis provided is not indicative of any underlying highway issue.

PEDESTRIANS

Given limited parking availability it is expected that the majority of attendees will be required to use sustainable travel options and walking will form part of their journey. The main pedestrian access is via Joe Mercer Way. An Arena only event is expected to generate 788 total 2-way pedestrian trips on a weekday event. This is expected to rise to 988 total 2-way pedestrian trips on a weekday event based on future mode share.

The applicant has proposed the following changes will be made to manage pedestrians on the local highway network and to enhance and encourage walking trips to/from the site:

- Joe Mercer Way and Sportcity Way footways to be widened to 8m.
- Sportcity Way closed to traffic at the junction with Joe Mercer Way before and after events to stop pedestrians blocking back into the arena.
- Various improvements to pedestrian routes along Ashton Canal Towpath, Citylink, Ashton New Road including signing, lining, footway realignment, lighting, maintenance, stewarding, decluttering, planting etc.

These proposals are welcomed, any changes to the adopted highway will be subject to a S278 agreement with the highway authority.

It is also recommended that an audit is undertaken identifying locations for dropped kerbs and tactile paving, potential resurfacing of footways and localised widening at pinch points etc. along the entirety of the main walking routes.

Alan Turing Way/Sportcity Way Junction

It is noted that there are signal controlled pedestrian facilities across Sportcity Way and the northern arm of Alan Turing Way. The pedestrian crossings operate on a walk-with-traffic basis which results in pedestrians waiting on islands to cross opposing traffic streams.

The Agent has advised that as part of the crowd management strategy for the arena, people will be directed towards Gate 1 (if heading North) and pedestrians heading in all other directions will be directed towards the identified walking routes.

It is therefore expected that the pedestrian flows on Sportcity Way / Alan Turing Way would be low in comparison with those at Gate 1. Furthermore, during peak times on event days, pedestrian flow onto Alan Turing Way will be controlled by stewarding, not the traffic signals therefore no changes to this junction are required.

SERVICING

It is proposed that all servicing vehicles will access from the north using reconfigured gate 1 and egress from the service yard will be signal controlled onto Sportcity Way.

Emergency access will be from Alan Turing Way via Sportcity Way via Gate 1 with a new access provided across the cycleway and footway. As this is an emergency access and is not to be used routinely it is accepted in principle.

Any changes to the adopted highway will be subject to a S278 agreement with the highway authority.

Waste collection is proposed from Alan Turing way via Sportcity Way and from Joe Mercer Way. A waste management plan submitted. On event days circa 89 daily 2-way servicing trips are expected with these taking place outside of the traffic peak times. Service vehicle swept paths have been provided and are acceptable in principle.

It is expected that the servicing management plan will be included as part of the conditioned operations plan.

ARENA CAR PARKING

- VISITORS

When there is an arena only event circa 3000 on-site car parking spaces will be available. If there are coincident stadium and arena events then 500 spaces will be available for the arena. It is recommended that 6% of spaces are allocated as accessible spaces.

It is acknowledged that car parking on-site will not be available for all visitors who wish to travel by private vehicle however the limited provision of on-site car parking is in line with MCC Policy to encourage sustainable travel.

The site is considered accessible by public transport as there are trams, buses and rail services available close to the site.

It is expected that some visitors will choose to park in the City centre and either walk, bus, taxi or use trams for the remainder of the trip to the arena.

To further discourage car trips to the proposed arena additional strategies are proposed including introduction of an all-days RPZ (subject to separate funding agreement) and pre-booking of on-site spaces which are released shortly before event.

The Applicant also advises that at the point of ticket sales, visitors will be made aware of the limited car parking and advised of alternative sustainable travel modes, including shuttle buses, park and ride sites etc.

- STAFF

The Applicant states that there will be no on-site car parking for staff and suggests that as the majority of staff will be local, many will travel by sustainable means. A staff travel plan is proposed which is welcomed – this should be suitably conditioned as part of any subsequent planning approval. It is also noted that due to late finish times sustainable travel modes may not be practical and the applicant suggests that staff could use taxis as required. To manage this and ensure the personal safety of staff it is recommended that a suitable discussion is held with local taxi operators – it is recommended this is included in the staff travel plan.

CAR PARK LAYOUT

There are an existing 4200 spaces on the stadium campus. The Arena will result in a reduction to 3700 spaces. When an Arena only event is taking place up to 3000 spaces will be available and up to 500 spaces will be available when coincident events are on at the Arena and Stadium.

An indicative car park layout has been provided. Confirmation is sought that all spaces will be a minimum 2.4 m wide x 4.8m length separated by a 6m aisle width. The proportion of accessible spaces should comply with the MCC core strategy (6% of total) and these should be a minimum 3.6m wide x 6.0m length. This should be included in the conditioned operations plan.

No specific location has been given for coach parking however the Applicant has advised that this will be provided within the car park on a demand basis and on the day this will be managed by car park marshals. This should be included in the conditioned operations plan.

It is unclear if the car park has provision for electric vehicle charging, this should be confirmed. It is recommended that minimum 10% of spaces are fitted with electric vehicle charging facilities.

RESIDENTS PARKING ZONE (RPZ)

To protect residential roads from any overspill car parking from the Arena it is proposed that the existing Etihad events RPZ will be extended geographically and will operate all days. The details of the proposed changes are to be agreed following community consultation. The RPZ will be subject to a S106 contribution/agreement.

The extended RPZ is welcomed as residential streets will be protected and the proposed restrictions will further encourage sustainable travel to/from the arena.

Drop Offs/Pick Ups

It is proposed that these activities will be accommodated on the existing Rowsley Street taxi rank. The area will be extended back to Philips Park Road to a length of circa 70 vehicles. A 1-way system and marshals are proposed to maximise efficiency of the area.

The details and extents of any temporary/event TRO required for event days should be discussed and agreed with the Highway Authority and will be subject to a S278 agreement.

The proposed drop off is welcomed however the walking distance to the Arena entrance may be considered too far for some mobility impaired persons so it is recommended that a drop off area closer to the main entrance (VIP area?) is also provided. The needs of disabled visitors should be clearly accommodated within the conditioned operational plan.

To minimise disruption on the wider highway network it is proposed that a 'Geofence' will be developed to limit taxi service apps pushing services after an event. This is welcomed and should be included in the conditioned operational plan.

TRAFFIC SIGNALS - OPERATIONAL PLAN

It is noted that there is already in place an operational plan managed by the Etihad campus operatives on match event days.

This includes manual control of traffic signals at nearby junctions at the end of events/matches. This allows marshals to allow pedestrians to egress safely and minimise highway conflicts.

It is expected that this will continue to be the case at the end of Arena events – this should be included in the conditioned operational plan.

Gibbon Street/ASDA junction

This junction is controlled by operatives on event days. On-going discussions are required with ASDA to ensure the junction is satisfactorily controlled on event days. These discussions should be included in the conditioned operational plan.

COINCIDENT EVENT STRATEGY – SPECIAL EVENT STRATEGY

It is expected that coincident events will only occur circa 10-15 times per year and circa 5 of these would coincide with the evening peak period. It is recommended that the number of coincident events and particularly those on weekday evenings are restricted to the numbers identified – this should be included in the conditioned operations/special event plan.

TfGM have reviewed the analysis and have not highlighted any concerns.

To effectively manage the trips generated by coincident events at the stadium and arena it is proposed that there will be a special events operations strategy. This should be suitably conditioned as part of any subsequent planning consent. The strategy includes the following:

- Advise visitors to reroute, retime and re-mode including incentives
- Only pre booked parking on site released close to event date.
- Special events operational plan
- Potential to amend stage times at Arena to minimise arrival/departure clash times.

It is also suggested that additional trams and shuttle buses will operate from the campus to the city centre when there are coincident events.

It is noted that there is no formal agreement and that the extent of additional tram services may be limited by the number of trams available.

TfGM have suggested that the provision of trams and shuttle buses services will be demand led and so no formal commitment has been agreed at this time. It is recommended that the Applicant monitors public transport usage to/from the campus and continues on-going dialogue with TfGM relating to additional bus and tram services – this should also be included in any conditioned operational plan.

OTHER PROPOSED MITIGATION

Various additional measures are proposed to manage travel demand and encourage sustainable travel. These include:

- Additional VMS suggested but no details provided.

Further detail eg. number and location of signs is to be to be agreed with TfGM and MCC Highways– this should be conditioned.

The following are also proposed:

- Softer measures include special operations plan and community liaison group

- Technological interventions: Intelligent parking, Live travel information, Info at ticket purchase
- Stewarding and marshalling
- Car park management plan

It is expected that these measures will also be detailed and included in the conditioned operations plan.

EXTERNAL HIGHWAYS WORKS

Various works are proposed to enable adequate access to the Arena site, any works to the adopted highway will be subject to a S278 agreement with the highway authority. The works include the following:

- Modifications to the junction of Gate 1/Alan Turing Way including creation of left in/left out traffic movements, improved cycle facility, widened pedestrian provision, creation of servicing entrance and vehicle access/egress (Drawing BRA-BHE-XX-XX-DR-C-0230);
- Emergency vehicle access from Alan Turing Way including modification to pedestrian footway and access to the canal (Drawing BRA-BHE-XX-XX-DR-C-0240);
- Widening of footways along Sportcity Way including narrowing of carriage from 4 to 3 lanes (Drawing BRA-BHE-XX-XX-DR-C-0210);
- Installation of fixed bollards, retractable bollards and planters to Sportcity Way
- Extension of the existing taxi rank along the full length of Rowsley Street and Philips Park Road.

These works are acceptable in principle and should be included in an off-site highways works condition attached to any subsequent planning approval.

Any non-standard materials used on the adopted highway, including street trees will be subject to commuted sums payable to MCC.

INTERNAL HIGHWAYS WORKS

The following additional measures are proposed within the boundary of the site to manage vehicles and pedestrians. These measures are acceptable in principle and as previously stated, any works impacting the adopted highway will be subject to a S278 agreement with the Highway Authority:

- Widen footway Sportcity Way by reducing Sportcity Way from 4 to 3 lanes.
- HVM measures including planters and bollards.
- Temporarily close Joe Mercer Way using HVM bollards for pedestrians at ingress and egress. Introduce VIP drop off U turn facility.

CYCLES

The existing Etihad campus has 272 cycle Sheffield stands. The mode trip data indicates that there are expected to be circa 100 no. 2-way cycle trips to the Arena based on future mode share. An additional 240 cycle parking stands are proposed. This allocation is lower than that specified in the MCC core strategy (1 cycle stand per 20 seats for stadia) so it is recommended that the usage of the

storage areas is monitored and additional storage provided should the storage reach circa 80% of capacity – this should be included in the conditioned travel plan.

It is also queried if visitor cycles will be stored separately to those of staff – this should be detailed.

It is recommended that all cycle storage is secure and weatherproofed - this should be included in the conditioned travel plan.

SUMMARY OF INTERVENTIONS

Physical

- RPZ
- Walking and Cycling Route Improvement (including routes audit).
- Cycle parking
- Access/Egress arrangements
- Pick up and drop off taxis
- VMS
- Car park layout including ELV

Operational

- o Operations Plan
- o Travel Plan
- o Messaging and Communication
- o Promotion of : Walking/Cycling, P&R, Metrolink, Shuttle buses
- o Car Park Management Plan including arrangements for accessible spaces and coach parking.
- o Pick up Drop off/Taxis, including arrangements for disabled person drop offs.
- o Marshalls/Stewards

TRIP GENERATION, MODE SPLIT, ARRIVAL PATTERN AND MODELLING

TfGM have worked closely with MCC and the applicant's consultant and have advised that the submitted highways documentation represents an appropriate idea of the likely operation of the proposed development. TfGM have confirmed that they are happy with the conclusions drawn regarding the impact of the OVG on the transport network and they will work closely with OVG, MCC and MCFC to ensure that the transport operations are managed.

TfGM also note that the proposed operational transport plan will be key to ensuring the proposed stadium in conjunction with the MCFC football stadium operates as efficiently and safely as possible.

ARENA MODE SPLIT

It is acknowledged that catchment of the arena is influenced by arena venue tours and demographics of fan base. This influences modes as more local crowds likely to use sustainable means whilst if from further afield then more likely to coach, park and ride, drive, train.

Worst case mode splits have been derived from travel surveys on major event day in 2017 at Etihad stadium and use the following:

Car occupancy is assumed at 2.4.

Car occupancy for staff is 1.29

Coach occupancy is estimated at 50 passengers.

ARENA TRIP GENERATION

The Arena is expected to generate the following on a weekday event:

- 788 total 2-way daily pedestrian trips rising to 988 total 2 way trips based on future mode share
- 96 total 2-way daily cycle trips rising to 100 total 2 way trips based on future mode share
- 1553 total 2-way daily bus trips rising to 1933 total 2 way trips based on future mode share (this is not greater than generated on a match day at Etihad stadium)
- 6844 total 2-way daily tram trips rising to 8669 total 2 way trips based on future mode share (this is not greater than generated on a match day at Etihad stadium)
- The proposed arena is expected to generate 5881 total daily 2 way rail trips rising to 7498 8669 total 2 way trips based on future mode share. This includes an additional 1093 trips in the PM peak.

ARENA ARRIVAL PATTERN

It is suggested that if there is a matinee and evening event on same day then capacity of each event will be restricted and the events will be staggered such that arrivals and departures do not overlap. It is recommended that this is included within the conditioned operational plan.

Visitors

- Matinee arrivals 11am to 2pm and departures 4pm to 5pm
- Evening arrivals 5pm to 8pm and departures 10pm to 11pm

Staff

- Matinee arrivals 6am to 11am and departures 2pm to 9pm
- Evening arrivals 6am to 5pm and departures 8pm to midnight

COINCIDENT ARENA EVENT AND FOOTBALL MATCH TRIPS AND MODELLING

There are circa 10-15 coincident events, the modelling provided uses existing mode share not future scenario mode share.

It is suggested that the peak arrival for Arena coincides with peak arrival for stadium 1900-2000 and there is overlap at end of events 2200-2300.

It is suggested that that there will not be a matinee, arena and football match on the same day –this should be conditioned within the site operations plan.

- 2531 daily 2 way pedestrians, based on future mode share this would be expected to rise to 2731 trips. This is broken down further as:
 - In PM (1700-1800) network peak 109, rising to 137 based on revised mode share

- At peak arrival time (1900-2000) 869, rising to 906 based on revised mode share
- At peak departure time (2200-2300) 795, rising to 890 based on revised mode share
- 220 daily 2 way cycle trips increasing to 225 based on future mode share. This is broken down further as:
 - In PM (1700-1800) network peak 8, and still 8 based on revised mode share
 - At peak arrival time (1900-2000) 62 and still 62 based on revised mode share
 - At peak departure time (2200-2300) 60 and still 60 based on revised mode share
- 5537 daily 2-way bus trips increasing to 5917 based on future mode share. This is broken down further as:
 - In PM (1700-1800) network peak 250, and 306 based on revised mode share
 - At peak arrival time (1900-2000) 1986 and 2061 based on revised mode share
 - At peak departure time (2200-2300) 1798 and 1986 based on revised mode share
- 20946 daily 2 way train trips increasing to 22562. This is broken down further as:
 - In PM (1700-1800) network peak 943, rising to 1183 based on revised mode share
 - At peak arrival time (1900-2000) 7510, rising to 7829 based on revised mode share
 - At peak departure time (2200-2300) 6798, rising to 7599 based on revised mode share
- 23900 daily 2 way tram trips increasing to 25726. This is broken down further as:
 - In PM (1700-1800) network peak 1068, rising to 1336 based on revised mode share
 - At peak arrival time (1900-2000) 8503, rising to 8860 based on revised mode share
 - At peak departure time (2200-2300) 7711, rising to 8607 based on revised mode share

Peak arrivals is at 1900-1930, 4024 arrivals at Etihad stop with a match and arena event. Match peak 1900-1930 is 2379 passengers.

Peak departures is at 2230-2300, 4745 arrivals at Etihad stop with a match and arena event. Match peak 2230-2300 is 2972 passengers.

It is proposed that demand boarding will be heavily managed so that peak is spread out, this should be documented clearly in the conditioned operations plan.

COINCIDENT EVENT MODELLING

The modelling indicates that in 2023 with match day only the junctions modelled will operate satisfactorily except on a weekday PM peak.

With a coincident arena and stadium event, it is noted that the following junctions are expected to operate over capacity:

- Hulme Hall Lane/Bradford Road
- Alan Turing Way/Ashton Old Road
- Oldham Road/Hulme Hall Lane

However the agent also suggests that the predicted queues can be adequately accommodated in the capacity provided. It is also recognised that this will only occur circa 10-15 times per year at coincident events and circa 5 of these would coincide with the evening peak period.

TfGM have reviewed the analysis and have not highlighted any concerns.

JOURNEY TIME DATA/ANALYSIS

Some journey time analysis has been undertaken that indicates that at coincident events there would be impacts on journey times, particularly along the Bury New Road, Bury Old Road and Oldham Road corridors.

It is also noted that VMS messaging will be used to relay advanced warning information to the public so that they are warned of upcoming events and potential delays in advance so that if possible they can make alternative travel and routing arrangements.

WIDER NETWORK ASSESSMENT

Travel survey data has been used from 2017 Spice Girls concerts at the Etihad stadium to understand potential impacts on the wider, strategic highway network. TfGM have reviewed the analysis and have not highlighted any concerns.

TRAVEL PLANS

It is recommended that separate travel plans are developed for staff and visitors to ensure that the travel requirements of the two groups are properly, separately assessed.

If the Travel Plans are to be successful, they will be dependent on establishing a culture of sustainable travel behaviour at the outset, rather than on changing already established travel practices. The success of Travel Plan measures will depend on their effective delivery and commitment from the developer and therefore robust arrangements for the implementation and running of the Travel Plan need to be included in the Framework Travel Plan from the outset. These include:

- A travel plan budget and resources for the implementation and day to day management of travel plan measures;
- Appropriate management structures;
- Detailed time frames for the delivery;
- Handover arrangements for the travel plan or its components when the developer's responsibility ceases; and
- Targets and monitoring arrangements.

Ideally the full Travel Plan should include tailored measures to overcome specific barriers, or take advantage of opportunities, presented by the site.

The development, submission, implementation and monitoring of full Travel Plans should be included in the conditions of any planning consent.

CARBON FOOTPRINT

It is expected that all modifications / improvements to the public highway are achieved with a maximum carbon footprint of 40%. Materials used during this process must also be a minimum of 40% recycled and fully recyclable. Developers will be expected to demonstrate that these standards can be met prior to planning conditions being discharged. The developer is to agree the above with MCC's Statutory Approvals and Network Resilience Teams post planning approval and prior to construction taking place.

CMP

A logistics plan to be included with planning application. A Construction Management Plan should be provided that details the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routing both within the site and on the adjacent highway.

Dilapidation surveys should also be requested and the applicant should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

The document should also consider contractor parking and ongoing construction works in the locality. It is recommended that the above is conditioned and attached to any planning permission that may be granted.

The applicant should be advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with MCC Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

RECOMMENDED CONDITIONS

- Off site highways works
- Car Park Layout including disabled bays, coach parking ELV etc
- Operational management plan
- VMS signs
- Special events plan
- Cycle storage
- Travel plan – visitors and staff
- CMP