



## Regulatory Working Group

### Minutes (revised)

**Wednesday 1<sup>st</sup> May 2013 - 12.30pm to 4.30pm**  
**Parklands Office – 54 Jones Road, Wooyung (02 6680 4049)**

#### **Present:**

Peter Ryan (Chair, Regulatory Working Group)  
Chris Cherry (Community Representative)  
Paul Arrowsmith (Community Representative)  
Simon Millichamp (Community Representative)  
Cr Sol Ibrahim (Byron Shire Council)  
Cr Basil Cameron (Byron Shire Council)  
Inspector Greg Jago (NSW Police)  
Corey Philip (Rural Fire Service)  
Alan Bawden (Rural Fire Service)  
Michael Baldwin (Roads and Maritime Services)  
Wayne Pettit (State Emergency Services)  
Damien Hofmeyer (National Parks and Wildlife Service)  
Mat Morris (General Manager, North Byron Parklands)  
Dick Benbow (Benbow Environmental)  
Rob Doolan (Town Planner, North Byron Parklands)

#### **Apologies**

Mayor Simon Richardson (BSC), Cr Diane Woods (BSC), Todd Hayman (RMS), Adrian Deville (OEH), Bob Wilcox (RFS).

# Agenda Items

## 1. Introductions

### Confirmation of previous minutes

The Chairperson presented the previous minutes. Chris Cherry requested the last paragraph of the minutes be removed (regarding a meeting between various members covering environmental matters). Members of the RWG then confirmed these minutes as true and accurate. Minutes will be posted on the Parklands website.

## 2. Meeting Focus

The Chairperson outlined that the focus of the meeting related to the following items:

- Noise management plan;
- Acoustic monitoring program;
- Bushfire management plan;
- Bushfire emergency evacuation plan;
- Traffic and car parking;
- Flooding; and
- Evacuation procedures.

The Chairperson advised there would also be time at the end of the meeting for any other matters of consideration.

## 3. Project Update

- Since the last RWG meeting the capital works program has experienced some delays due to weather;
- With the recent run of fine weather and acceleration of the works program, the program is now back on track;
- The two large fauna culverts (under the Spine Road) south of the underpass have been installed and the third one north of the underpass is currently being constructed;
- The underpass is primarily completed (landscaping and safety barriers to be installed) and the bypass road has been decommissioned;
- Manly Hydraulics have installed two weather monitoring stations which are now linked telemetrically to the Bureau of Meteorology, further adding to local weather forecasting capabilities;
- Splendour in the Grass “local tickets” sold very well (the greatest locals take up in the history of the event); and
- The venue was expected to be handed over to Splendour in the Grass during the first week of July.

Mat Morris invited members to a back of house RWG inspection of the event to view various aspects of the security, emergency operation centre, etc. Proposed date is Saturday 27<sup>th</sup> July at 2pm. Interested members were asked to contact Mat by the 12<sup>th</sup> of May to take up this offer.

#### **4. Noise management plan (NMP) and acoustic monitoring program (AMP)**

Mat Morris introduced Mr Dick Benbow from Benbow Environmental who was engaged by Parklands to develop the NMP. Dick Benbow was also engaged by Splendour in the Grass to develop the AMP. Mat Morris pointed out to the group that under the approval a NMP could be developed that covers one or more events (consent condition C16).

Parklands has chosen to develop a NMP covering multiple events as it is this document which stipulates the noise criteria for any event held at Parklands. The criteria used in the NMP are taken from the project approval.

Any event held at Parklands must develop an AMP, which addresses the requirements of the NMP.

Dick Benbow provided the group with details of his background in acoustic monitoring and management and advised that his role was to serve the community (as distinct from the event or the venue). To this end, Dick will have three acoustic engineers on site with one responsible for residents to the north of the site, one to the south and a third permanently based on site (roving between stages).

When questioned on when the additional operator attended monitoring for evening and night (which were referred to in the report and needed to be rescheduled due to poor weather conditions) would be carried out, Dick Benbow advised he would be completing this monitoring in the two days prior to the event commencing.

Chris Cherry raised the issue that 7 days baseline monitoring (industry accepted standard) had not been achieved due to weather conditions and questioned whether the data was then considered sufficient? Dick Benbow assured that three days data was sufficient in areas with a 'regular daily pattern'.

Chris Cherry reported that community members believed that sensitive receivers identified as R12 and R13 were incorrectly labelled and the data for noise monitors may well be mixed up and, as the data for one of these locations had to be discarded due to weather conditions, it was important they were correctly identified. Dick Benbow agreed to investigate this and amend if found to be correct.

Dick advised that monitoring will occur from commencement to closure of the event each day and he is happy to show residents the noise meter, the displayed noise levels and the various frequencies. He is also happy to take interested residents with him as he does his work.

Dick discussed the varying impacts of noise on different people and highlighted what might be acceptable for one person, was not for another. Lower frequencies tended to be more intrusive and as such Dick focuses on these frequencies and is able to measure them and have these levels adjusted down if they are proving to be problematic.

Dick uses a proprietary system called "house red" which is a monitoring and display arrangement placed at the mixing desk of main stages. If sound emissions go above a predetermined level, the display flashes red, indicating to the sound engineer that he or she must adjust the levels down.

Concurrently, if measurements taken at residential dwellings exceed the approved noise criteria the acoustic engineer will contact the stage manager(s) and instruct what needs to be turned down and by how much. Additional measurements will be undertaken.

Non-compliance by sound engineers can result in the Police being requested to instruct the sound engineer to turn levels down and/or removal of power from the stage in extreme cases. Small venues onsite will also be monitored and managed by Dick's staff.

After midnight and the closure of main stages, everything else is turned down (as per noise criteria). This was the approach used at Woodford in 2011 where zero noise complaints were registered.

Loggers will be set out before, during and after the event including within the Billinudgel Nature Reserve. While Dick indicated that there is limited data regarding ecological impacts from music events, the three loggers will provide valuable information. Members of the public will be provided with community response sheets if they desire, which they can fill in and provide details about their experience of noise and these will be included in a noise impact report post event.

Dick explained the impacts that meteorological conditions can have regarding noise emissions such as temperature inversions. Inversions can result in a layer of warmer air trapped under cooler air, which can result in noise being bounced back down to ground from this warmer layer. This can result in emissions reaching further than normal.

In cases of wind, such conditions can have the opposite effect, helping to mask noise as a result of trees rustling, etc.

Chris Cherry commented that there was no noise logger proposed for areas north-east of the event site and Dick advised that he would endeavour to cover this area. For the receptors known as L12 and L13 along Jones Road, Dick will offer to monitor inside and outside of their dwellings.

Dick advised that given the unusually stringent noise limits set by the Planning and Assessment Commission, which are lower than levels set in the EPA's Industrial Noise Policy and lower than levels set by other regulatory agencies in Australia and overseas, it may be difficult to comply with some receptors.

Chris Cherry noted that 'complaint recorded' is not included under the complaints handling procedural flowchart on p64 of the report and should be included in Step 1 as it is a requirement of the conditions. Mat Morris advised that all complaints will be recorded and as such it does not need to be in flowchart.

It was noted that Parklands originally secured a trial approval from Byron Shire Council. After the matter was sent to the State Government for approval, the Department of Planning assessed the Noise Assessment report and concluded that levels should be based best practice noise

management measures that are both reasonable and feasible and specifically tailored to individual events, prevailing meteorological conditions, and the physical characteristics of the site.

When the PAC made their determination they decided to ignore the Noise Assessment report and the Department's recommendations and instead adopt very stringent criteria, which for an outdoor venue in Australia are without precedent.

Mat Morris advised that the venue has always been transparent about undertaking an event at normal operating levels to determine the exact parameters of the noise envelope and that should any non-compliances occur then remedies such as greater onsite attenuation, offsite attenuation (i.e. attenuating dwellings) and/or some form of compensation for the days that noise is experienced will be considered.

## **5. Event traffic, car parking, flooding and evacuation procedures**

A host of aspects to be managed by Parklands and events held at the venue will be done so through the Environmental Health and Safety Management Manual (EHSMM). The EHSMM covers such issues as:

- Safety;
- Transport and traffic management;
- Environmental management;
- Water management;
- Waste water management;
- Fire management;
- Offsite management;
- Noise management;
- Evacuation;
- First aid;
- Camping;
- Flooding;
- Temporary structures; and
- Waste management.

Mat Morris provided a paper outlining how the following issues shall be managed (which also form part of the EHSMM):

- Event traffic and car parking;
- Flooding; and
- Evacuation procedures.

The Transport Management Plan prepared for Splendour in the Grass 2013 is to be submitted to the Local Traffic Committee for endorsement and then to the Director General and RWG prior to the commencement of the event.

The Traffic Control Plan must be prepared by a suitably qualified and RMS accredited Work Site Traffic Controller. The TCP must be submitted to the Local Traffic Committee for endorsement and then to Council for endorsement prior to the commencement of the event. The Local Traffic Committee has endorsed both of these documents and the S138 Application was approved by Council on 18 April 2013. Cr Basil Cameron asked if the LTC has endorsed the TCP and was advised that it had been endorsed but was still to go to Council who shall adopt the minutes of the LTC.

There was some discussion about the use of the Yelgun rest area by Splendour patrons and Greg Jago said that people were legally allowed to “rest” at the rest stop, but setting up tents, parking and locking a vehicle and walking off the rest area site and the like would not be permitted. Greg Jago raised the question of where people will park for bus pick up and drop off points and advised that some illegal parking happened at and around the previous Belongil site but Mat Morris was confident this would not be a problem at this site.

Mat Morris discussed traffic matters relating to Jones and Yelgun Roads. For Jones Road there would be a security checkpoint at the start of the road. Only the first 300 metres of this road would be used for service vehicles during event days. Residents and nominated guests would be issued with a pass for placement on their windscreen. There would also be security along Jones Road.

When asked regarding local road closures etc around the site, Matt Morris reported that traffic will be managed on Jones' Road, Yelgun Road and Billinudgel Road in accordance with the approved traffic control plan. For Yelgun Road, Rob Doolan advised that he had held initial discussions with Paul Arrowsmith representing Yelgun Road residents about traffic arrangements for this road. Splendour in the Grass is consulting further. Likely solutions include road signage at the entry to Yelgun Road plus a traffic controller and/or security presence. Residents and their guests will likely employ some form of pass system.

Paul Arrowsmith and Greg Jago raised concerns about the likelihood of people walking along roads and rail lines to access the site and this concern was noted.

**Action 1** – Mat Morris to issue all RWG members with a copy of the TCP once the Council had adopted the minutes of the LTC.

With respect to flooding, Mat Morris advised the group a comprehensive Flood Risk Management Plan (FRMP) has previously been prepared and accepted by the Department of Planning and Infrastructure as part of the approval process.

Since this time Parklands has installed state of the art weather station technology in the north and south of the site capable of monitoring rainfall and stream gauge heights. An additional weather station is currently being installed in the Crabbes Creek area on a ridgeline that bisects both the Yelgun Creek and Crabbes Creek catchments.

The information from these weather stations connects via telemetry to the Bureau of Meteorology (BOM). Manly Hydraulics (a government agency) who installed this equipment have developed a purpose built web-based dashboard for Parklands which provides real time information covering:

- Rainfall at our weather stations and an addition 8 weather stations within the wider local region;
- Stream gauge heights at our weather stations and along a number of other local waterways within the wider region;
- NSW weather warnings issued by the BOM; and
- NSW Northern Rivers Regional Organisation of Councils (NOROC), which includes Byron Shire, has a web-based tool called "RoadInfo" that allows consistent regional road information during floods to be published online.

The FRMP covers the following:

- Details of the Venue and Events;
- Flood Risks (probabilities, flood hazards, evacuation times, other risk factors);
- Forecasts and warnings;
- Emergency response protocols;
- Alert levels and matrices;
- Roles and responsibilities
- Management Actions – before and during an event
- Management Actions – blue alert – flood watch
- Management Actions – yellow alert – flood warning
- Management Actions – orange alert – evacuation
- Management Actions – red alert – refuge
- Management Actions – black alert –cancellation
- Management Actions – after flooding

Cr Basil Cameron asked if the triggers were tied into the venue hire agreement. Mat Morris indicated that they were as the FRMP is required to be complied with by all event producers who hire the site.

There was discussion about who was the lead agency in the event of a flood and Wayne Pettit advised that the SES were the lead agency in such an incident.

With respect to evacuation procedures Mat Morris advised all events operating at Parklands must comply with the evacuation requirements listed in both the Flood Risk Management Plan and the Bushfire Emergency Evacuation Plan. In addition to flooding and bushfire evacuation procedures, events are also required to develop specific evacuation procedures for other contingencies such as bomb threats, structure collapse, disease, etc.

Operational responsibility for incidents and emergency management of the festival site is under the control of the event manager in conjunction with security services, and as directed by NSW Police, RFS, SES or any other regulatory authority. The Emergency Operations Centre implements the Event Risk Assessment and Emergency Evacuation Plan, which is a coordinated plan incorporating specific plans such as those mentioned above.

During a cultural event at the site, the specific Event Management Plan for that event contains response procedures for emergency management within the Event Risk Assessment and Emergency Evacuation Plan.

## **6. Bushfire management plan (BMP) and Bushfire emergency evacuation plan (BEEP)**

Rob Doolan presented the BMP and BEEP to the group and advised that during its development consultation had been undertaken with a number of emergency response agencies including RFS members at different levels within that organisation. Consultation had involved a number of site visits and feedback on draft documents.

Rob advised that the project is for a limited number of days per year and as such the plans reflect this point (i.e. it is not dealing with permanent structures or people permanently living on site). The BMP addresses a number of matters including peat and the operational measures to deal with it. Rob Doolan advised he had researched an earlier peat fire with RFS personnel and the venue is seeking to do further research into the location of potential peat hazard areas. While peat may be present in certain areas it does not automatically mean it is a peat hazard area. Specific types of peat have different ignition and flammability characteristics and vary in terms of hazard. It was reported to the group that there is a known peat hazard in the south eastern part of the camping area and the BMP addresses this matter.

Chris Cherry advised that p7 of the BMP refers to 'Figure 4' which is Figure 4 in the SITG BEEP and should be amended to include an appropriate diagram showing the location of the evacuation area. Rob Doolan agreed to amend this.

With respect to management of approved bonfires Rob described how a managed bonfire would operate including an attendant with appropriate fire fighting equipment, a hardened base and double fencing around the bonfire.

Damien Hofmeyer advised that in reserves, National Parklands and Wildlife Services are the fire-fighting agency, not Office of Environment and Heritage. There were also discussions about the dedicated emergency access road, which Mat Morris advised had been constructed, and leads directly to Wooyung Road.

Rob Doolan showed the group a sample of an evacuation card that would be distributed to fire wardens throughout the camping areas. Chris Cherry suggested that the cards be edited to reflect accurate distances, i.e. scale be indicated. Rob undertook that this would be done. There was a lot of discussion about who is the lead agency for bushfire and Greg Jago and Corey Philip both advised that under existing legislation the RFS are lead agency, however Police play a significant role in human evacuation and traffic management plus other support roles. Rob Doolan will modify these reports to better reflect these legislative arrangements.

The refuge area to the north of the event area was discussed and it was agreed that it was a place of last resort and that given the low fuel loads (i.e. grazed grassland) and the extensive open areas (some 500acres), such an area was deemed the most appropriate area to move people to in the event of most bushfires. The point was made any decision regarding evacuation is taken by the responsible agency in the context of the specific circumstances of a particular incident. On the topic of the evacuation place, the RFS representative advised that the threat of fire from the North is unlikely and as such is unlikely to effect the usefulness of the evacuation area but that smoke inhalation is a concern (as with any fire).

Cr Cameron inquired as to whether the Emergency Operation Centre will have agency representatives there 24 hours a day and Mat Morris responded that is the plan, subject to agency resources.

After lengthy discussions the members of the RWG endorsed the BMP and the BEEP. There was agreement that the wording of consent condition C25 was confusing because some people interpreted that once the BEEP was endorsed by the RWG and then approved by the Local Emergency Management Committee, the BEEP then must be reviewed by the RFS and RWG again.

**Action 2** – Mat Morris to seek clarification from the Department of Planning regarding this anomaly and advise the RWG members once a response has been received.

## **7. Other Matters**

Alan Bawden asked about the Event Management Plan and the timeframe for it to be submitted. Mat advised it is to be submitted by the event to the BSC and Department of Planning and Infrastructure 30 days prior to the event. The plan will be sent to the majority of agencies that make up the RWG (per the consent condition C8) for comment prior to going to the Department of Planning and Infrastructure.

Chris Cherry asked if Parklands proposed to seal the end of Jones Road. Mat Morris advised that such an offer was made as part of an agreement with three neighbours at the end of this road, however two of the three parties withdrew from the offer at the last minute. Mat advised that a “No Through Road – Residents Only Past This Point” sign would be made and placed at the Parklands Office (54 Jones Road). Mat advised that he was happy to recommence negotiating a suitable agreement with the parties in the future, should they desire.

## **8. Next Meeting**

The next meeting is required to be held prior to the end of the “reporting period” which is 31 December 2013. Mat Morris advised the meeting will likely be well before this date and will be dependant on the finalisation of a range of reports and data sets to allow a meaningful assessment of the event’s performance.

Mat Morris thanked each of the agency representatives, councillors and community members for the time and effort invested in the Parklands RWG.

The chairperson closed the meeting at 4.40pm