

Planning Scheme Policy

Woodfordia Transport and Access Management



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Adoption

Moreton Bay Regional Council adopted this planning scheme policy on 24 November 2015.

Commencement

This planning scheme policy will take effect from 1 February 2016.

1 Introduction

This planning scheme policy (PSP) supports the Moreton Bay Regional Council Planning Scheme (MBRCPS) and has been made by Moreton Bay Regional Council (MBRC) in accordance with Chapter 3, Part 4, Division 2 and Part 5, Division 1 of the *Sustainable Planning Act 2009*.

The PSP focus is on the preparation and function of transport and access plans (TAMPs) and traffic management plan (TMPs) associated with events conducted at Woodfordia. TAMPs are intended to be required for larger scale events, while TMPs apply to the smaller events.

The PSP responds to Tables 7.2.2.1 and 7.2.2.2 of the MBRCPS where various provisions make reference to the need for TAMPs and TMPs. It responds by:

- a) Identifying a purpose for TAMPs and TMPs;
- b) detailing event profiles¹ which direct whether a TAMP or TMP is required;
- c) Identifies some of the monitoring measures, management measures and triggers for implementation of management measures that may need to be considered in preparing a TAMPs and TMPs;
- d) Providing guidance on the preparation of TAMPs and TMPs; and
- e) Providing examples of the content and format of TAMPs and TMPs.

2 Background

Woodfordia lies around 5km from the town of Woodford in the Moreton Bay Regional Council area. It comprises an area of around 239ha and has its main frontage to Woodrow Road. There is also a frontage to Pratt Road in the west which is secured by a locked gate and is used only for emergency access. The location of Woodfordia with respect to the local and greater road network is shown in **Figure 1**.

The Woodfordia Local Plan Code in the MBRCPS identifies four precincts at Woodfordia, each of which has a specific list of land use outcomes. The four precincts are identified in Figure 2 below.

While there are variations dependent on the nature and scale of event, the precincts define a broad layout of major functions that occur during an event where:

¹ Event profiles are determined by the size and scale of the event, the periods in which the event is being conducted and the peak traffic loads associated with the event. Event profiles are discussed in more detail in Section 4 of this policy.

- a) Event performances are largely focussed in the Festival Valley Precinct;
- b) Camping located in the Event Support and Camping Precincts;
- c) Carparking:
 - i) For minor events is located in the Festival Valley Precinct;
 - ii) For moderate events is located in the south-east part of the Event Support Precinct and other parts of the same precinct;
 - iii) For major and grand events located in the south-east part of the Event Support Precinct and in the Eastern Precinct.

Figure 1 Woodfordia Site Location

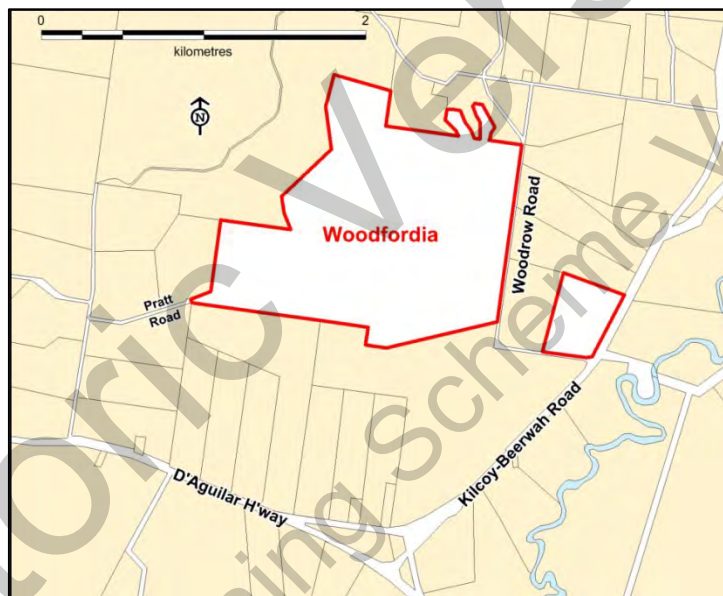
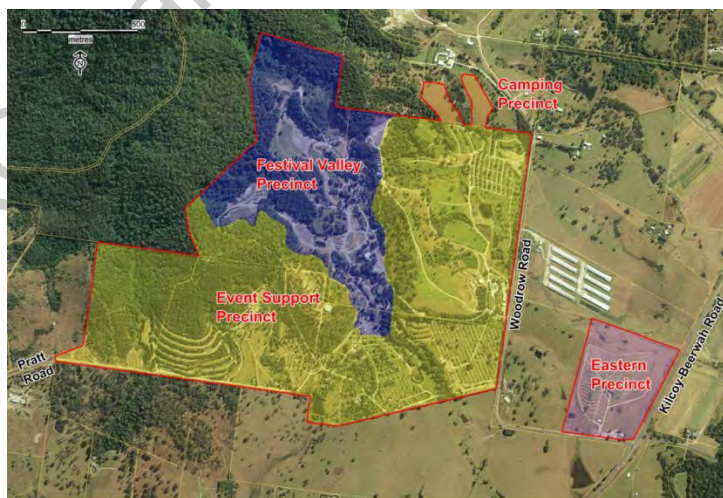


Figure 1 Woodfordia Precincts



3 Application of the PSP

This PSP applies to all events held at Woodfordia and the preparation and implementation of the Transport and Access Management Plan (TAMP) and Traffic Management Plan (TMP) associated with such events.

Nothing contained in this PSP shall preclude MBRC, Department of Transport and Main Roads (DTMR) and a proponent from entering into an agreement with regard to the matters dealt with by this PSP.

The requirements of this policy are deemed to be met where:

- i. A multi-event TAMP or TMP has been agreed by MBRC, DTMR and the Queensland Police Service (QPS) and the event is conducted in accordance with the relevant event profile identified in the TAMP or TMP; AND
- ii. That a multiple event² TAMP or TMP (identified above) is reviewed and reapproved after each event by DTMR and MBRC.

4 Interpretation & Woodfordia events

Terms used in this PSP are defined in Schedule 1 – Definitions of the planning scheme.

The MBRCPS administrative definitions identify the categories³ of event that will occur at Woodfordia: grand events, major events, moderate events and minor events.

For the purpose of this PSP an Exempt Event (no more than 350 persons are in attendance at any point in time) will require to be treated as a Minor Event. This applies until such time as the upgrading works are undertaken to the intersection of Kilcoy – Beerwah Road and Woodrow Road to achieve the geometry, sightlines and construction standard shown in Figure 7.2.2.3 and event guide/directional signs complying with Figure 7.2.2.4 are permanently installed along the southern and northern approaches to the intersection.

Following completion of the measures detailed Exempt Events will be permitted without the need to formally submit TAMP or TMP.

² In other words a generic TAMP or TMP is agreed for events with particular profiles and subject to a review to address any issues that may arise from the operation of earlier Woodfordia events.

³

Exempt Event - A Woodfordia event with no more than 350 people in attendance at any one time (following implementation of works detailed in section 4)

Minor event - A Woodfordia event with more than 350 people and no more than 2,000 people in attendance at any one time.

Moderate event - A Woodfordia event with more than 2,000 people and no more than 8,000 people in attendance at any one time.

Major event - A Woodfordia event with more than 8,000 people and no more than 25,000 people in attendance at any one time.

Grand event - A Woodfordia event with more than 25,000 people in attendance at any one time.

Otherwise, where a term is not defined in Schedule 1, section 1.3 Interpretation of the planning scheme applies.

5 Purpose

The purpose of TAMPs and TMPs is to assist in ensuring that parking, pedestrian and traffic movements associated with an event being held at Woodfordia, whether before, during or after the event have minimal impact on the operation or safety of the State-controlled road network and the local road network.

The TAMP's and TMPs will Identify and implement suitable measures to:

1. assist in way-finding for all vehicles accessing the site to limit delays to other vehicles on the external road network;
2. result in minimal queuing and delay occurring on the State controlled road network;
3. to mitigate the impacts associated with the additional event traffic on the external road network;
4. control the flow of traffic exiting the site in order to manage the amount of impact imposed on the State-controlled road network.
5. manage event related pedestrian traffic from travelling external to the Woodfordia Site;
6. manage event related parking along Woodrow Road and Kilcoy-Beerwah Road;
7. contacted the authorities should any significant traffic issue arises.
8. provide an alternative means of egress from the site should the intersection of Woodrow Road and Kilcoy-Beerwah Road be closed.
9. produce records of the scale and nature of the event, together with records of any traffic incidents and complaints are kept.

Along with those matters identified above, for Major Events or Grand events, options to minimise the number of people travelling by private car to and from the site must be considered. These may include: measures to encourage travel by public transport e.g. shuttle buses and discounts for public transport, or

1. measures to encourage increased car occupancy e.g. discounts for parking for multiple people per vehicle, or
2. pre event and post event activities e.g. after event entertainment, or
3. distribution of main attractions and performances throughout the day.

6 Methodology

The sequential methodology for preparing TAMPs and TMPs and for obtaining approvals for such plans is identified in Figure 3 on page 9.

The following methodology applies to the process of preparing TAMPs and TMPs for all events:

- a) Identify the scale of event using the definitions grand, major, moderate and minor event (see section 4 above).
- b) Identify the nature and scale of the event consistent with the following, which in turn triggers the type of management plan that is required:
 - i) TAMP: Grand, major and moderate events and minor events that do not meet the requirements of ii) below;
 - ii) TMP: Minor events with one of the following arrival profiles:

A) Arrival Profile 1:

- The event has no more than 1,400 patrons on-site at any time;
- Performances or activities do not span more than a consecutive 8-hour period; and
- It is expected that:
 - All vehicles will arrive over a period of 2 hours or more;
 - No more than 60% of the total vehicles will arrive or depart in a 1 hour period; and
 - Once parked patron vehicles do not exit during the peak arrival period for the event.

B) Arrival Profile 2:

- The event has no more than 2,000 patrons on-site at any time;
- Performances or activities span more than a consecutive 8 hour period or multiple days, and
- It is expected that:
 - All vehicles will arrive over a period of 4 hours or more;
 - No more than 36% of the total vehicles will arrive or depart in a 1 hour period; and
 - Once parked patron vehicles do not exit during the peak arrival period for the event.

The relevant arrival profiles above must be demonstrated to the satisfaction of DTMR and the MBRC.

- c) Prepare for initial consultation with the DTMR⁴ (North Coast Region), the MBRC and the QPS by putting together an event and arrival profile that includes at least the following information:
 - i) An outline of the nature and scale of the event;
 - ii) Proposed start and finish times for the event, including the time periods in which performances and activities will be conducted;
 - iii) The likely peak attendance periods associated with those performances and activities⁵;
 - iv) Details of anticipated transport mode share e.g. teams or group arrivals, with numbers arriving in chartered buses or carpooling;
 - v) Ticketing arrangements (pre-sale, sales at the gate or both);
 - vi) Parking controls (incentives for car-pooling, disincentives for bring a vehicle);

⁴ North Coast Region or any successor state agencies responsible for state operation transport matters.

⁵ Where possible, a schedule that addresses b), c) and d) is desirable.

- vii) Availability of camping for patrons and proportion of patrons that are likely to stay overnight or longer;
 - viii) Plans for promotion of the event;
 - ix) Relevant information from prior similar events held (at Woodfordia or at other locations);
 - x) Background data such as traffic survey volumes and historical patron attendance volumes;
 - xi) A summary of the anticipated arrival and departure profile of event traffic; and
 - xii) The contact name, address, telephone number and email address of the person and organisation responsible for the conduct of the event; and
 - xiii) Proposed outline or structure of the traffic management plan for discussion.
- d) Undertake consultation⁶ with the DTMR⁴, the MBRC and the QPS by preparing the information required by Appendix B, Section 8.1 in order to:
- i) Ascertain any potential issues or conflicts with other road network activities having regard to the timing of the proposed event; and
 - ii) Obtain information on the timeframe for approvals, an indication of the process to be followed and the identification of any additional information and analysis that may be required.
- e) Prepare the draft TAMP or TMP, where Section 8 of this PSP provides guidance on the preferred structure and content of a TMP⁷ and if required undertake additional consultation with interested parties. In order to deliver the purpose identified at Section 5 above, TAMPs and TMPs must consider the implementation of suitable measures to:
- i) Assist in way-finding for all vehicles accessing Woodfordia and to limit delays to other vehicles on the external road network.
 - ii) Mitigate the impacts of additional event traffic.
 - iii) Control the flow of traffic exiting Woodfordia in order to manage the impact imposed on the State-controlled road network.
 - iv) Minimise the number of vehicles that can access and exit Woodfordia during grand and major events to:
 - A) Encourage travel by public transport e.g. discounts for public transport, shuttle buses from public transport destinations to Woodfordia.
 - B) Encourage increased car occupancy e.g. discounts for parking for multiple people per vehicle.
 - C) Conduct pre-event and post-event activities to delay departure volumes.
 - D) Distribute main performances and activities throughout the day to spread peak demand.
 - v) Discourage event-related pedestrian traffic external to the Woodfordia site boundary.
 - vi) Manage event-related parking along Woodrow Road and Kilcoy-Beerwah Road.
 - vii) Monitor transport circumstances before, during and after the event to determine which particular measures need implementation.
 - viii) Ensure authorities are contacted should any significant traffic issue arise.
 - ix) Provide an alternative means of egress from the site should the intersection of Woodrow Road and Kilcoy-Beerwah Road be closed.

⁶ The consultation is likely to be iterative and include joint discussions between the authorities and the proponent to ensure the final TMP or TAMP submitted

⁷ The structure of a TAMP will be similar; however the content will be more detailed and will likely involve a range of other background analyses, management measures, monitoring measures and trigger mechanisms.

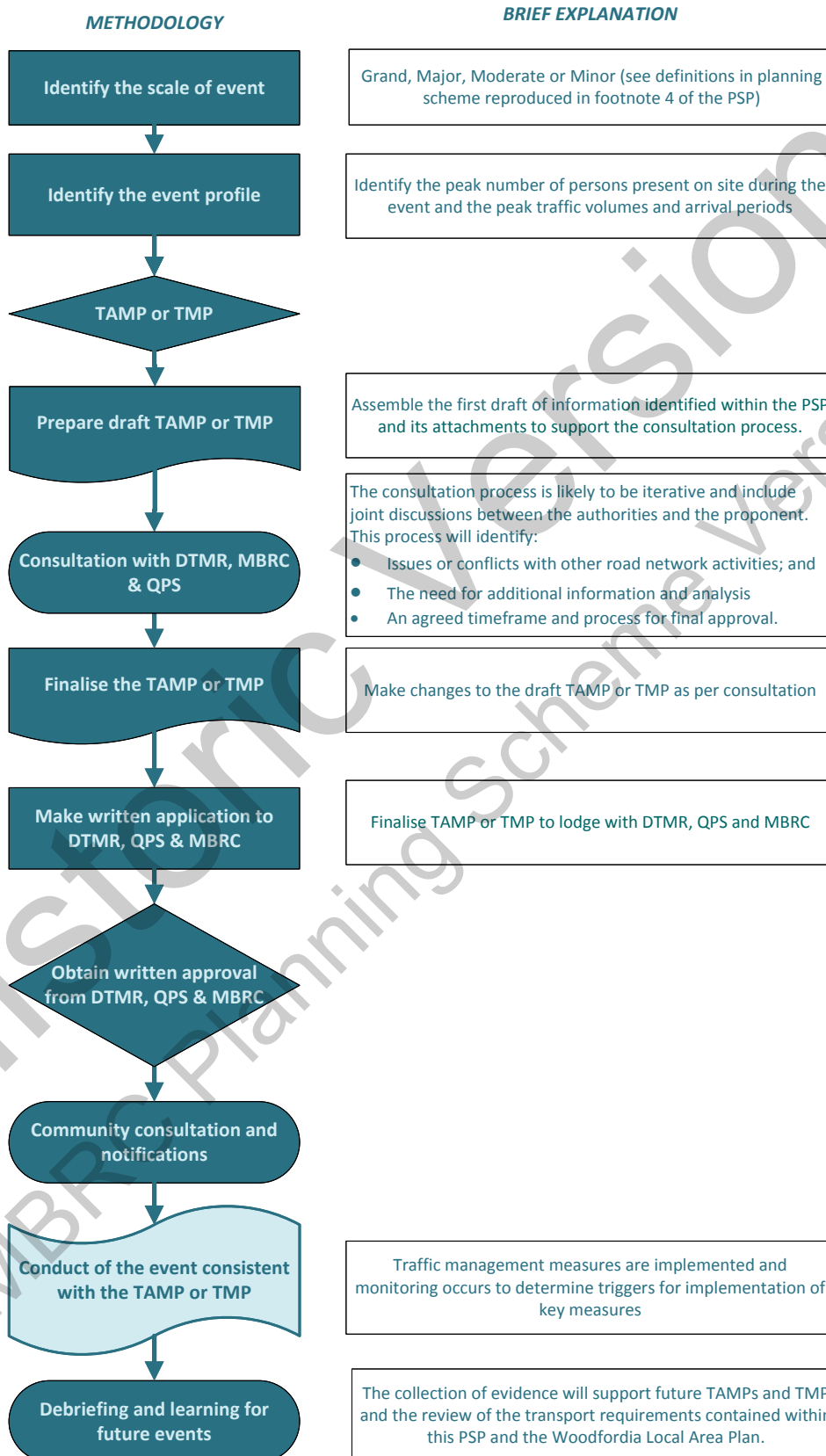
- x) Record the scale and nature of the event, together with records of any traffic incidents and complaints.

In considering any of the measures defined above, TAMPs and TMPs must also:

- Address the *Traffic and Road Use Management Manual – Special Events Affecting Roads in Queensland* (Volume 1 Section 1.43.5); and
- Conform with the *Manual of Uniform Traffic Control Devices* (Part 3 Works on Roads).

Historic Version
MBRC Planning Scheme Version 2

Figure 2 TAMP & TMP Preparation & Implementation Methodology



- f) The draft TAMP or TMP is then lodged with DTMR, the MBRC and the QPS for approval.
- g) Approvals are issued by the DTMR, the MBRC and the QPS. Such approvals may include conditions or modifications to provisions of the TAMP or TMP. Where possible, the TAMP or TMP will be amended to reflect the modifications and conditions and re-issued.
- h) Community consultation is carried out in accordance with the requirements of the planning scheme⁸ and is to include:
 - i) Notification of event road closures; and
 - ii) Advice to residents and affected land owners.
- i) Conduct of the event consistent with the approved TAMP or TMP.
- j) Learn from the event by adjusting processes and practices for future events having regard to any incidents or issues that arose during the event. For lesser events, the event register required by the Local Plan will be used as the record of scale, issues and complaints. For significant events or events where any major incident or issue arose, this is to include:
 - i) A debriefing meeting involving all authorities and the proponent; and
 - ii) May include a meeting with the community consistent with guidance provided by any consultation management plan⁹.
 - iii) Detail of the recorded arrival and departure profile for the event including vehicle occupancy rates surveyed during the event

⁸ A consultation management plan is to be prepared consistent with SAO12 and AO5.3 of Tables 7.2.2.1 and 7.2.2.2 respectively. This management plan can be used to identify the appropriate processes for consultation on traffic issues. Such processes might be bundled with other matters needing consultation to ensure integration of outcomes and to reduce the burden on the authorities, the community and the proponent.

⁹ See footnote 8.

Appendix A References & Further Information

DTMR	Department Of Transport & Main Roads
MBRC	Moreton Bay Regional Council
MBRCPS	Moreton Bay Regional Council Planning Scheme
PSP	Planning Scheme Policy
QPS	Queensland Police Service
TAMP	Transport & Access Management Plan
TMP	Traffic Management Plan

1. Lambert & Rehbein, Woodfordia Road Impact Assessment (2014)
2. Queensland Government, Traffic and Road Use Management Manual (TRUM) - Section 1.43.5, volume 1 – Special Events Affecting Roads in Queensland (Issue: 5/9/2011)
3. Queensland Government, Manual of Uniform Traffic Control Devices Part 3 Works on Roads
4. Queensland Government, Guidelines for Assessment of Road Impacts of Development (GARID) (Issue: 1/4/2006)

Appendix B: Example 1 –Traffic Management Plan (TMP)

B.1 Vision

To conduct a successful event where patrons are able to take access to and egress from Woodfordia in a safe, comfortable and timely manner, while ensuring that traffic movements and parking associated with an event being held at Woodfordia, whether before, during or after the event have minimal impact on the operation or safety of the State-controlled road network and the local road network.

B.2 Purpose of the TMP

The purpose of this TMP is to deliver the vision through provision of a traffic management framework to conduct the event.

B.3 Description of Event & Event Traffic Profile

- a) The event is a single evening music event to be conducted in the amphitheatre and it is anticipated to attract a maximum of 1,400 patrons on site at any one time.
- b) Performances will commence at 1600 and be completed by 2300. At this stage, a schedule has not been determined; however it is anticipated that there will be 5 performances scheduled into this period. While not associated with the performances directly, access from the patron parking area in the Carpark Precinct via the Butterfly Walk will be an experience for patrons and is integral to later performances .
- c) It is anticipated that the peak attendance period will be from 1800 to 2200.
- d) Because of the relatively low scale of the event it is anticipated most patrons will travel to the site by private vehicle. Most vehicles will carry more than 1 person and perhaps 70% will be unfamiliar with Woodfordia. It is anticipated that:
 - i) 15% of arrivals will occur in the period 1200-1530 arrive and the balance 85% in the period 1530-1800.
 - ii) 80% of departures will occur in the period 2200-2400 with the balance 20% departing the following morning in the period 0700-1100.
- e) Pre-sale ticketing is encouraged with 80% pre-sales anticipated. The gate will be well within Woodfordia providing ample queuing capacity for the ticketing of the balance 20%.
- f) All patrons will be parked within the Carpark Precinct and once parked, vehicles will not be permitted to exit in the peak arrival period expected to be 1700-1800.
- g) Overnight camping for patrons will be available and it is anticipated that 20% of patrons will camp overnight.
- h) The event will be promoted on the web and in local and regional media with 95% of patrons expected from the area of Gympie to the Gold Coast and west to Kilcoy.
- i) There has not been a similar event conducted at Woodfordia and therefore there is no historical attendance or traffic survey data. In addition, the proponent holds no data on similar events that have equivalent non-metropolitan venues.

- j) Pebbles P/L is the name of the organisation responsible for the conduct of the event and Barney Rubble who can be contacted at 5454 5454, PO Box 999 Bedrock and barney@rockworld.com is the first point of contact.

B.4 Traffic Management Strategies

Objective 1: Suitable measures will be implemented to assist in way-finding for all vehicles accessing Woodfordia to limit delays to other vehicles on the external road network.

Management Strategies

- k) Detailed information of how to get to the site shall be provided on the Woodfordia website (<http://www.woodfordia.com>) or the relevant event website, if available.
- l) Pre-purchase ticketing is to reference the availability of directions to Woodfordia from the relevant web site, at all events where there will be pre-event ticket sales.
- m) Clear signage is to be implemented at the chosen entrance gate and the installation of the Woodfordia directional signage has been installed in accordance with MBRC Planning Scheme Woodfordia Local Plan code - Figure 7.2.2.4 Woodfordia.

Objective 2: Events, subject to this management plan shall result in no excessive queuing occurring on the network of roads around the site.

Management Strategies

- a) Pre-purchase ticketing will be available for the event.
- b) Any ticketing facilities are positioned to enable adequate storage of vehicles without queuing occurring anywhere on the surrounding road network. A minimum total of 120 vehicles (approximately 720m) of free queuing area shall be provided between the site boundary and the first stopping point¹⁰ to meet the minimum requirements of the Australian Standard for Parking Facilities, Part 1; Off-street Car Parking (AS2890.1).
- c) The ticketing gate will be relocated to the Festival Valley Precinct and the queue snake depicted in Figure 1 will then be brought along the southern part of the Event Facilities Precinct thence into Festival Valley giving a queue length of in excess of 1 kilometre.

¹⁰ Queue length calculation based on a total car park capacity of 2,000 spaces with up to 75% arriving within an hour.

Extract from Table 3.3 Minimum Queuing Length At A Car Park With Control Points At Entrances (Australian Standard for Parking Facilities, Part 1; Off-street Car Parking (AS2890.1)).

Capacity of Car Park	Minimum Queuing Area (Cars)
More than 100 cars	1st 100 cars: 3% of capacity 2nd 100 cars: 2% of capacity Additional cars: 1% of capacity

- d) Traffic marshals shall be placed at the entrance(s) to the site to ensure parking occurs in an orderly and efficient manner.
- e) In the unlikely circumstances that excessive queues do form and they extend to the relevant entrance gate, traffic marshals will immediately allow vehicles to continue through to the car parking areas for processing.

Objective3: Suitable measures will be implemented to control the flow of traffic exiting the site in order to manage the amount of impact imposed on the State-controlled road network.

Management Strategies

- a) On the evening of the event, traffic marshals will be placed at the vehicle exit to Woodrow Road and will release the vehicles at a rate consistent with the following:
 - i) 1800-2100 a maximum of 23 vehicles per minute; and
 - ii) 2100-0100, a maximum of 26 vehicles per minute.
- b) If the peak departure time does not fall within the day and time periods listed above, a release rate of 20 vehicles per minute will be adopted.

Figure 1 - Access, Queuing & Ticketing



Objective 4: The authorities are contacted should any significant traffic issue arises.

Management Strategies

- a) If during the course of the event a significant traffic issue or incident arise, the event organiser will immediately contact the Woodford branch of the QPS.
- b) The event organiser will:
 - i) Provide updates to patrons, where possible, of any significant traffic issue or incident; and
 - ii) Work collaboratively with relevant authorities to minimise impacts, including when necessary restricting the release of vehicles from the site

Objective 5: Provide an alternative means of egress from the site should the intersection of Woodrow Road and Kilcoy-Beerwah Road be closed.

Management Strategies

- a) If during the course of the event the intersection of Woodrow Road and Kilcoy-Beerwah Road is closed and egress from the site becomes necessary, then the event organiser will:
 - i) Direct exiting traffic to Pratt Road; and
 - ii) Control the rate of egress such that excessive queuing does not occur at the Jenkinsons Road/D'Aguilar Highway intersection.
- b) Prior to the event, the QFF will inspect the egress point to Pratt Road to ensure its suitability for use by all vehicles in case of emergency.

Objective 6: Event related pedestrian traffic is to be discouraged from travelling external to the Woodfordia Site.

Management Strategies

Effect related pedestrian activity will be contained within Festival Valley, or the Event Facilities Precinct.

Objective 7: Event related parking is managed along Woodrow Road and Kilcoy-Beerwah Road.

Management Strategies

No standing signage will be implemented along Woodrow Road and Kilcoy-Beerwah Road for the duration of the event.

Objective 8: Records of the scale and nature of the event, together with records of any traffic incidents and complaints are kept.

Management Strategies

- a) If the Site Controller is not conducting the event, the Site Controller will contract with the relevant event organiser such that the details of any traffic incidents or issues that arise are documented and provided to the Site Controller.
- b) The Site Controller will provide an annual Register of Events to the MBRC and other authorities as required. The register will be consistent with that required by the MBRC Woodfordia Local Area Plan.
- c) Data should be collected including the following (to assess the accuracy of the submitted TMP/TAMP and to inform future events):
 - i) Arrival Profile
 - ii) Departure Profile
 - iii) Vehicle Occupancy

Appendix C: Additional Requirements for Traffic and Access Management Plans (TAMPs)

TAMPs will be structured in a similar way to TMPs; however it is expected that there will be more content and greater rigour to that content. Specific guidelines for TAMPs have not been prepared; however in addition to those matters required to be considered by the PSP, TAMPs will need to include the following:

- a) Details of whether the organisation conducting the event is a private, commercial, charity or community organisation.
- b) An anticipated breakdown of the peak numbers of people attendant at the site in terms of:
 - i) Patrons;
 - ii) Stall holders; and
 - iii) Staff and volunteers.
- c) Anticipated vehicle occupancy, with data to cover peak arrival and departure times on start and finish dates of the event, as well as the rate that is anticipated on other days of the event.
- d) Anticipated mode share for transport to the site.
- e) Address of relevant matters identified within 6.20 Planning Scheme Policy – Integrated Transport Assessment.
- f) Noting that the majority of parking is likely to occur within the south-east part of the Event Facilities Precinct and the Eastern Precinct and that the latter is used for overflow parking, the triggers for when:
 - i) Parking location switches from one to the other;
 - ii) Queuing is switched to the Eastern Precinct and all accessing patron vehicles are routed through that precinct.
- g) Include details of alternative travel demand management to be supported for the event, noting that these can be used as strategies to encourage alternative transport, including:
 - i. Pre-purchase ticketing;
 - ii. Set a parking limit for patrons;
 - iii. Arrange shuttle buses from prominent park and ride locations in Brisbane, the Sunshine Coast, and Caboolture.
 - iv. Provide detailed information regarding alternative transport mode options and the unavailability of car parking for patrons without prepaid parking tickets shall be provided on Woodfordia website (<http://www.woodfordia.com>) or the relevant event website, if available.
 - v. Place Parking Wardens within the Eastern Block extended queuing area to check pre-paid parking tickets. Unpaid vehicles to be pull out of queue to a holding area and charged for parking to then re-enter the queue;
 - vi. Control the movement of patron vehicles with the use of Parking Wardens;
 - vii. Ensure staff arrive outside the peak arrival period for patrons
- h) Details of any DTMR-approved traffic management company required to install, maintain and uninstall signage before, during and after the event.

i) An assessment of the arriving and departing event traffic to demonstrate the magnitude of impact that event traffic is expected to have on the safety and efficiency of the external road network. In particular, a focus should be placed on the operation of the D'Aguilar Highway/Kilcoy-Beerwah Road and Kilcoy-Beerwah Road/Woodrow Road intersections. The assessment:

- i) Is required to be undertaken by a suitably qualified traffic engineering professional, in accordance with the [Guidelines for Assessment of Road Impacts of Development](#).
- ii) Should be based on recent traffic surveys collected on the day (i.e. Monday, Tuesday, Wednesday...) that is anticipated to encounter peak event traffic.

As a minimum, DTMR & MBRC consider that full traffic control is required at both intersections, unless it can be successfully demonstrated that with the addition of event-related traffic, the intersection would meet the following performance factors:

- Delays no greater than 35 seconds on any movement;
- Queues do not extend the capacity of the turning lane provision.