

Local Law (section and title):	Events Local Law 2023
Approved by:	Council
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Purpose

This Local Law Guideline is the Event Screening Framework (**ESF**) established by resolution of Council under s 10(1) of the Local Law. It provides Council officers with guidance on effectively managing event related risk in the application, planning and delivery of any event or function held on Council owned or controlled land, or on private land and open to the public. This includes assisting Council to meet its legislative duties under Queensland legislation and Australian Standards, including:

- Fire and Emergency Services Act 1990 (Qld)
- Health Act 1937 (Qld)
- Building Act 1975 (Qld)
- Building Fire Safety Regulations 2008 (Qld)
- Work Health and Safety Act 2011 (Qld)
- Work Health and Safety Regulations 2011 (Qld)
- National Construction Code of Australia 2012
- Disaster Management Act 2003 (Qld)
- AS 1428.1-2009 Design for access and mobility
- AS 1851-2012 Maintenance of fire protection systems and equipment
- AS 4428.4-2004 Fire detection, warning, control and intercom systems
- AS 2444-2001 Portable fire extinguishers and fire blankets
- AS 3745-2010 Planning for emergencies in facilities
- AS/NZS ISO 31000:2018 Risk management
- AS/NZS ISO45001:2018 Occupational health and safety management systems

This ESF provides detail on the criteria that have been built into the Local Law to enable Council to assess events according to risk and impact level, outlines the specific criteria used to determine the risk and impact of activities occurring as part of events and the overall risk level of an event, and sets out screening, application and assessment requirements for events, based on their risk level.

This ESF is designed to complement the contents of the Local Law. As such, the objectives of the Local Law need to be considered as part of this Framework.

The objects of the local law are to—

- a) Facilitate and encourage events and small gatherings; and
- b) Ensure that events are properly operated and comply with appropriate standards to ensure public health and safety; and
- c) Minimise impacts of events and small gatherings on the environment and amenity.

The objects of the local law are to be achieved by-

- a) Providing for a risk-based process for the local government to assess, approve and regulate low risk, medium risk and high risk events; and
- b) Providing mechanisms for enforcement where there is non-compliance with conditions of an event approval or provisions of the Local Law.



Guidance

This ESF applies to all events in the City, other than—

- private events on private land;
- public events on private land that constitute development;
- special events on roads that do not involve the use of public land;
- authorised public assemblies: and
- small gatherings.

special event has the same meaning as in the *Transport Operations (Road Use Management*—Accreditation and Other Provisions) Regulation 2015.

event means a temporary event, other than a small gathering, that is-

- a) on public land or road; or
- b) on private land and open to the public.

event operator means the person or entity responsible for the organisation and operation of an event.

small gathering means a gathering that is not for a commercial purpose and—

- a) has no greater than 50 people in attendance at any given time; and
- b) if the gathering is on public land or road only permitted structures are used; and
- c) no amusement devices or amusement rides or used; and
- d) vehicle access on to public land, other than public carparks, is not required; and
- e) access to the local government's electricity or water supply is not required; and
- f) if the gathering is on public land or road—is not a wedding; and
- g) is not a market; and
- h) does not involve the sale or supply of liquor.

Examples of amusement devices or amusement rides—

- jumping castle
- inflatable or collapsible slide
- ferris wheel.

commercial purpose does not include a gathering organised and operated by an incorporated not-for-profit entity for the purpose of fundraising.

permitted structures—

- a) means up to 2 marquees where each marquee
 - i. does not exceed 3 metres by 6 metres in size; and
 - ii. is weighted to manufacturer's instructions; and
 - iii. is not pegged or staked into the ground.

In establishing a risk-based approach, the following risk categories (i.e. impact criteria) have been defined in the Local Law:

- the nature and purpose of the event,
- the size and scale of the event,
- · the location of the event,
- · public health and safety,
- · road and parking management and safety,
- · likely visual, aural and amenity impacts,
- environmental impacts; and
- availability and suitability of site infrastructure.

ESF Development

This ESF has been developed utilising the guidance from the following:

- Australian / International Standard AS ISO 31000:2018 Risk management Guidelines;
- Events in Queensland Best practice guidelines for event delivery in Queensland Queensland Government Aug 2021;
- Council Enterprise Risk Management Policy and Procedure; and



Events Local Law 2023.

The following sections provide information about each of these resources and how they have informed the development of the ESF.

AS ISO 31000:2018 Risk Management - Guidelines

AS ISO 31000:2018 Risk management – Guidelines, hereafter ISO 31000, is the Australian Standard (AS), and the International Standard (ISO), for managing risk. ISO 31000 provides a common approach to managing any type of risk and is not industry or sector specific, so can be customised to any organisation and its context. ISO 31000 can be used throughout the life of the organisation and can be applied to any activity, including decision-making at all levels.

Guidelines for Events in Queensland

The Queensland Government Guidelines for Events in Queensland state that "Each event is unique, with its own specific set of circumstances and requirements which are shaped by many elements including the event type, stakeholders, location, duration and time of year." This ESF is designed to allow for the unique elements each event will offer, and to provide risk assessment tools that can work with each event.

Council's Enterprise Risk Management Policy

The Council's Enterprise Risk Management Policy states that "Council seeks to achieve an appropriate balance between managing threats and realising opportunities in order to maximise its ability to achieve its strategic vision and objectives, and to deliver quality services and projects for the community." This ESF assists Council officers to identify risks that events can present, and to apply suitable risk treatments and controls to manage these risks or be satisfied that the event operator is implementing these controls or treatments.

Events Local Law 2023

The Local Law establishes an events approval process that takes advantage of a risk-based approach to assessing and approving events held in the City of Moreton Bay. This process requires the establishment of an 'Event Screening Framework' to guide these assessments. This ESF will act as the framework required by the Local Law.

Risk Assessment Criteria for this Framework

The standard risk assessment process outlined in the ISO 31000 and used in the Council's Enterprise Risk Management Framework has been adopted for use in this ESF. The following diagram shows the general process of how risk is assessed and managed:



Image 1: Risk Management process adopted from the ISO31000:2018



The ESF will concentrate mainly on the analysis, evaluation and treatment elements, defining the likelihood and consequences that will be used, the risk scoring matrix and the risk tolerance matrix.

Likelihood

Table 1 provides a breakdown of the likelihood ratings that will be used in the assessment of risk for various elements of the event. This is adapted from the Council's Enterprise Risk Management Procedure.

Table 1	able 1: Likelihood matrix						
	Descriptor	Likelihood of Occurrence	Operational Frequency	Probability			
	Almost Certain	Incident is expected to occur, occurs regularly in the industry	More than one event per year	> 75%			
	Likely	Incident will probably occur, has occurred many times in the industry	At least one event per year	25% to 75%			
	Possible	Incident might occur, has occurred from time to time in the industry	At least one event every 1 to 5 years	10% to 25 %			
	Unlikely	Incident could occur at some time, has occurred in the industry in limited circumstances	At least one event every 5 to 10 years	1% to 10%			
	Rare	Incident may occur in exceptional circumstances, rare in the industry	Less than once every 10 years	< 1%			



Consequence

Table 2 shows the consequence matrix used to assess the impact of risks on Council. This has been adapted from the full Enterprise Risk Management Procedure, using the risk categories most relevant to assessing event risk.

Table 2: conse	Table 2: consequence table					
	Insignificant	Minor	Moderate	Major	Critical	
Health and Safety	Near miss / minor loss of containment. Harm, injuries or ailments that may require basic first aid.	One or more near miss / minor loss of containment. Minor harm or injury where medical advice or attention is required.	Major loss of containment. Moderate harm or injury requiring ongoing treatment and/or hospital admission.	Total loss of containment. One of more serious injuries requiring hospital admission.	Fatality or life-threatening event. Permanent disability or one or more serious injuries requiring long-term hospitalisation.	
Finance	Negligible financial loss; impact within approved budget. No adverse economic impact on the community.	Minor financial loss, impact of 2%-3% of budget. A minor economic impact on the financial sustainability of the community.	Major financial loss, impact of 3%-5% of budget. A short-term economic impact on the financial sustainability of the community.	Major financial loss, impact of 5%-10% of budget. A long-term economic impact on the financial sustainability of the community.	Financial loss > 10% of budget. Permanent economic impact on the financial sustainability of the community.	
Legal and Governance	Dispute resolved through internal process or expertise. Event not reportable to regulator.	Dispute resolved through legal advice. Results in non-material legal remedy, fine or notice. May be reportable to regulator.	Dispute/breach resulting in material legal remedy, fine/notice. Suspension of non-material licence or permit. However, no disruption to operations. May require litigation.	Deliberate breach, gross negligence or formal investigations from third party. Suspension of a material licence or permit, resulting in disruption to operations. May require litigation.	Major breach of legislation resulting in major penalties, fines, investigation that may result in court legal action.	
Reputation	Issue may result in several adverse local complaints with little to no local media coverage.	Issue may result in several adverse complaints from local stakeholder groups and attract limited negative local media coverage.	Issue may attract negative local and state media attention through various mediums for more than one day, with some effect on Council's reputation. Communications and complaints from affected parties	Issue may attract significant negative state media or public attention, with short term damage to Council's reputation.	Sustained negative state and national media attention, with significant damage to Council's reputation. Senior staff and elected member resignation or public inquiry resulting.	

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Service Delivery	Interruption to a service not requiring any further remedial action. No, or minimal impact on customers.	Interruption to a service requiring further remedial action. Moderate impact on customers. Readily contained and managed by routine management.	Interruption to essential service(s) or program with significant customer impact or inconvenience of up to 48 hours.	Significant interruption to essential services or programs with considerable impact on customers for 2-7 days.	Council-wide cessation of multiple services or programs with significant impact on customers for more than 7 days.
Asset Management	None or localised minor damage to a single general asset or property where repairs are required however asset is still operational Incident report only submitted.	Short term loss or minor damage to a single general asset or property where repairs are required to allow asset or property to remain operational using existing internal resources.	Short to medium term loss of critical asset(s) or property requiring repairs.	Widespread, short term to medium term loss of key asset(s) or property. Repairs required to allow infrastructure to remain operational.	Widespread, long-term loss of several critical assets or Infrastructure or property. Infrastructure requires total rebuild or replacement.
Environment	Near miss/minor adverse event resulting in negligible environmental impact. No corrective action / remediation required. Minor disturbance to newly found cultural heritage area/ item.	Minor environmental impact but can recover with short term corrective action / remediation. Minor damage to cultural heritage area/item that can be repaired or remediated.	Moderate environmental impact but can recover with medium term corrective action / remediation. Moderate damage to cultural heritage area/item that can be repaired or remediated. May incur cautionary notice of infringement notice.	Major environmental impact but can recover with long term corrected action / remediation. Significant damage to cultural heritage area/item that can be repaired or remediated. Penalties may apply.	Irreversible environmental impact with long term effects. Considerable effort needed to initiate recovery. Irreversible damage to cultural heritage area/item, which is unable to be repaired or remediated. Significant penalties may apply.

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Risk Score

Table 3 is used to score the risk following analysis of likelihood and consequence. It has been adapted from the Council's Enterprise Risk Management Procedure.

Table 3: Risk Score Matrix					
	Consequence				
Likelihood	Insignificant	Minor	Moderate	Major	Critical
Almost Certain	MEDIUM	HIGH	HIGH	EXTREME	EXTREME
Likely	MEDIUM	MEDIUM	HIGH	HIGH	EXTREME
Possible	LOW	MEDIUM	MEDIUM	HIGH	HIGH
Unlikely	LOW	LOW	MEDIUM	MEDIUM	HIGH
Rare	LOW	LOW	MEDIUM	MEDIUM	HIGH

Risk Tolerance / Risk Escalation

Table 4 is used to establish the risk tolerance of each risk score, and the escalation activity that should be taken when a risk is identified and scored. This has been adapted from the Council's Risk Enterprise Procedure.

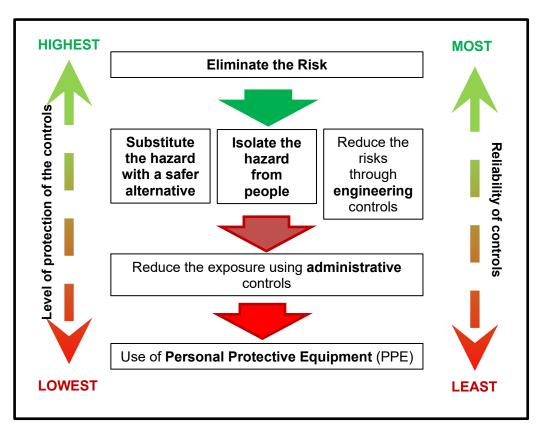
Procedure	e		
Table 4: I	Risk Tolerance	and risk escalation matrix	
Risk Rating	Risk Appetite	Risk Action	Risk Escalation
Low	Accept with controls and routine monitoring	 No immediate concern Risks that are acceptable requiring no further treatment Requires routine monitoring by the risk owner to ensure controls remain effective 	No action required Managed by Branch or Section Manager/Leader Subject to annual review
Medium	Accept with controls and periodic monitoring	Periodic monitoring Risks that are tolerable with effective controls Requires periodic monitoring by the risk owner to ensure controls are effective and implement any planned improvements	Managed by Branch or Department Manager/Leader Subject to quarterly review or event timelines
High	Reduce and mitigate	 Frequent monitoring Risks that are undesirable but not always possible to avoid. Requires a risk treatment plan that aims to improve controls and reduce the risk (ARLAP); as long as costs do not outweigh the benefits. Requires frequent monitoring by the risk owner. 	Managed by Department Manager/Leader Requires escalation to the relevant Director for information or further review Subject to quarterly review or event timelines
Extreme	Reject and avoid, or reduce and mitigate	Actively manage Risks that are unacceptable and require immediate action/treatment to either avoid the risk entirely or reduce the risk to an acceptable level (ALARP) in line with Council's risk appetite.	Escalated to the Director, CEO and/or Executive Leadership Team (ELT), for information, review and approval if required Risk rating monitored by the ELT and Audit Committee



Risk Controls

Event operators should always aim to eliminate risks, as this is the best way to manage risk. If they can't eliminate risks, they must minimise risks so far as is reasonably practicable.

Use the hierarchy of control measures to control risks and reduce exposure to hazards. The ways of controlling risk are ranked from the highest level of protection and reliability to the lowest. Administrative controls and personal protective equipment (PPE) are the least effective. They do not control the hazard at the source and rely on human behaviour and supervision.



Reasonably practicable

Event Operators should manage WHS risks depending on what is reasonably practicable. To decide if something is reasonably practicable, they should show that they have thought about all the relevant matters, for example:

- the likelihood of the hazard or risk;
- the harm that could occur;
- knowledge about the hazard or risk;
- · ways to minimise or eliminate the risk, and if these are available and suitable; and
- cost, including whether the cost is grossly disproportionate to the risk.

Event Risk Management

Council has developed an event risk management assessment tool ('Event Screening Tool') to assist both event organisers and Council officers to determine the level of risk or impact the planned event is likely to carry. This risk score then determines the appropriate approach both parties will take in the application, assessment and approval of the event.

Event Registration vs Event Application

Every event in the City must apply for approval, under the Local Law, except for:

- private events on private land;
- public events on private land that constitute development;
- special events on roads that do not involve the use of public land;



- authorised public assemblies; and
- small gatherings.

Council has determined through this risk management process that low impact and low risk events can be assessed and treated in a different way to high risk and high impact events. The public facing guidance for this application process is broken into 2 streams – event registration and event approval.

Low Risk Events

Low risk events (those where there are no high risk activities, little to no temporary structures or additional requirements, and limited impact on the community or neighbours) will still need to go through an application process in line with the Local Law, however Council will communicate the process as an 'event registration' to the public. There are still expectations in place regarding holding a safe event with all risks adequately controlled and managed, however there will not be an expectation for additional processes or forms to be completed. In addition to satisfying Council that the event is being held safely, the registration stream also ensures that there is a record of the event taking place and the event space is allocated correctly to avoid being double booked.

High Risk Events

High risk events (those where there is significant additional structures or power requirements, higher risk activities and a higher impact on the community and neighbours) will need to undergo a more comprehensive assessment process prior to being approved. This will be clearly communicated to the public as part of the process and will be explained as a full approval requirement to establish appropriate expectations.

Event Programs

The Local Law allows for the assessment of a series of events, referred to in this framework as an 'event program'.

This may include:

- One event that is decentralised and being operated in multiple locations at the same time but conducted by the same event operator; or
- One event that recurs at the same location multiple times which is substantially the same each time, and which is conducted by the same event operator; or
- A series of related events occurring over a period of time at the same location.

The intention is that the event program can be assessed and approved as a whole (where appropriate), reducing the burden on both the event organiser and the Council Permits Team. An event application for an event program would trigger the medium risk screening process, to facilitate early referral from the Council Permits team to the Council Development Services team. Development Services will review the application to determine whether the event program triggers the need for development approval. Following this review, the event operator will be notified of the approvals they are required to obtain to proceed with their event (i.e. a development approval, local law approval or both).

- If the event is on public land and a development approval is required (in addition to a local law approval), the event will be classified as a low risk event under this framework and the Permits Team will notify the event operator of this.
- If the event is on public or private land but a development approval is not required, the event will be classified as a high risk event under this framework and the Permits Team will notify the event operator of this.

Council reserves the right to request updated event risk management plans and event operation plans for each event, especially where the program spans multiple years. This is to ensure that risks continue to be identified and suitably managed.



Event Risk Management Roles and Responsibilities

There are certain roles within Council that have particular responsibilities in the execution of this ESF.

Moreton Bay City Councillors

Establish the ESF

Council Permits Team

- · Assess event applications
- Work directly with event operators to ensure they understand the process and provide the required forms and documentation
- Refer event assessments and applications to relevant business function specialists where relevant
- Liaise with WHS team to check historical compliance of third-party operators

Council Business Function Specialists

- Assess event applications for the section their particular speciality covers
- Advise on any matters relating to the ESF or event application process that require a legal opinion (Legal team)
- Support in the enforcement action for any breach of event conditions

What is assessed in determining risk level?

In creating this ESF, a range of risk categories and criteria have been considered. This process has enabled Council to establish a scoring system within the event screening tool based on key risk criteria identified. It is considered that where any of the higher risk scores are present for an event, there is likely to be an assessment requirement from Council. Council is not the only regulator or enforcement entity responsible for the management of these criteria. For example, some are regulated by State or Federal legislation or regulations, and event operators will need to apply for separate permissions through the administering entities, and ensure they are complying with any other applicable laws and requirements, relevant to the operation of their event. The full risk assessment criteria incorporated into the event screening tool are included in the Appendix.

Table 5: Assessment	categories for event application risk assessment tool
Criteria	Reason for including in profiling
Event Program	The Local Law and ESF allow for the application and assessment of multiple events under one application and approval (i.e. 'event program'), where appropriate. This reduces the administrative burden on both the event operators and Council officers. Where an event program is being applied for, the application must be treated as medium risk, as this triggers referral of the application to the Permits Team and Development Services to determine whether development approval is required and ensure the full details are assessed for each event. Council will reserve the right to request an event specific event plan for each event, especially if the event program spans over more than calendar year.
Fireworks	Pyrotechnic displays, by their nature, carry a higher-than-normal level of risk. Events that have some form of pyrotechnic element included in the delivery will need to undergo a more rigorous application process to ensure that adequate risk controls have been put in place. Pyrotechnic displays can also have an impact on fauna. In certain areas, and at certain times of the year, this needs to be carefully considered to minimise wildlife disruption or risk to their welfare. There is separate State and Federal legislation and regulations that must be followed in the handling and delivery of pyrotechnics at events.
Alcohol	Without adequate controls and risk treatments, the sale or supply of alcohol at events can present high risks of alcohol related harm, antisocial behaviour and other consequences. Whilst the licencing requirements for the service of alcohol sits outside of Council, events where alcohol is intended to be sold or supplied must go through the full high risk application process to allow for the assessment of the controls that will be in place, and to ensure that they adequately cover the due diligence requirements for the Council.



Table 5: Assessment categories for event application risk assessment tool			
Criteria	Reason for including in profiling		
Amusement Devices (including inflatable amusement devices)	Amusement devices have a range of known risks that must be controlled to minimise the risk the device presents to the event. For events with amusement devices (including inflatable amusement devices), the event organiser as well as any owner, contractor or operator of the amusement device should be appropriately qualified in accordance with the Australian Standard AS 3533. The amusement devices should be maintained, installed and operated in accordance with the Australian Standard AS 3533, Work Health and Safety Regulation, and any other applicable legislative requirements and Codes of Practice.		
Amplified Sound	Amplified sound can have an impact on local communities in the vicinity of the event site. Events with amplified sound and/or music need to go through the high risk application process to ensure disruption to locals is limited, and adequate controls are in place.		
Traffic Management	Events can have an impact on roads and parking areas around the event site. Traffic management may be required, and a full event application assessment will need to be undertaken to ensure the plan is in keeping with Council's requirements.		
Event Duration	The duration of an event can have an impact on the level of risk that may be present. The shorter the event, the lower the likelihood of risks eventuating. Longer events increase the potential frequency of higher impact consequences.		
Crowd Size / total attendance	The larger the crowd size, the higher the potential frequency of incidents, and the higher the risk.		
Temporary Structures	Event overlay requirements may vary between events (overlay refers to any temporary infrastructure that has to be installed at the site for the purpose of the event, i.e. temporary structures, staging, signage, power etc), with lower risk, low impact events requiring only basic overlay requiring little setup or management, whereas complex higher risk and higher impact event overlay will require a more comprehensive risk management plan and will require a full assessment.		
Power requirements	Basic event power requirements will be low impact and can be met with existing site infrastructure and profiled as a lower risk event. Where power requirements exceed the site provision, further assessment of the event is required as there may be higher risk or impact activities or overlay present.		
Waste implications	Basic event waste requirements will be low impact and can be met with existing site infrastructure and profiled as a lower risk event. Where waste requirements exceed the site provision, further assessment of the event is required as there may be higher risk or impact activities or overlay present.		
Food	Most events supplying or selling food have certain requirements regarding registration and food safety. The use of commercial food trucks or operations also helps determine whether the overall profile of the event is higher risk, as a significant number of food trucks is likely an indicator of larger crowd attendance number, longer duration or other higher risk factors.		
Sanitation / toilet facilities	Basic event sanitation requirements will be low impact and can be met with existing site infrastructure and profiled as a lower risk event. Where sanitation requirements exceed the site provision, further assessment of the event is required as there may be higher risk or impact activities or overlay present.		
Security	Events that require security (regardless of the reason) are more likely to present with a higher risk and impact profile, and therefore need to run through the full assessment process to allow Council officers determine the actual risk level and ensure adequate controls are in place.		
Water based activities / event site bordering a water source	Any activity that takes place on or alongside a water source, presents a higher-than-normal risk profile. Council must be satisfied that adequate controls are in place to protect the public, and also minimise the impact on the		



Table 5: Assessment categories for event application risk assessment tool				
Criteria	Reason for including in profiling			
	community. There are also third-party regulators involved in the permission process who must be consulted as part of an application of this type.			
Animals and Plant Matter	Any events that involve animals or plant matter increase health and safety risks for the public and biosecurity risks for the environment. Council requires additional information to understand the event, to ensure these risks are being managed safely.			

Event Risk Management Supporting Documents

Table 6: Supporting Documents & their usage	Docu	ıment User
Document Title	Council	External Event Organiser
Event Screening Framework	✓	
Event Screening Tool	√	✓
Event Organisers Guide		✓
Event Risk Management Plan Template		✓

Event Screening Tool

This document is for Council to utilise when evaluating the risks associated with a third-party event, or for an external event organiser to use to determine the event application process they need to follow. The risk criteria are consistent with the Council's Enterprise Risk Management Policy and Procedure measures of risk consequence, risk likelihood, control effectiveness, risk rating and risk response (evaluation) criteria.

Event Organisers Guide

This document provides external event organisers with information and resources for planning and delivering an event in the City of Moreton Bay. This guide is provided to external event organisers to assist in the determination of the risk level for their event, as per the 'Event Screening Tool'. This should be consulted for all events regardless of the risk level.

Event Risk Management Plan Template

This document has been developed as a "how to guide" for event operators to assist them in completing an event risk assessment. It includes an event specific Risk Management Plan template for the event organisers to complete, that outlines the event organiser's risk management approach and details the management components and resources to be applied to the management of risk. This template is a guidance tool only, to help event organisers understand if they are carrying out higher risk or hazardous activities within the event, so that they can assess these risks and advise Council of how they intend to manage them. The example risks and controls included in this template, are included as a guide only. The event organiser will need to add or remove risks and controls as relevant for their event. This document is primarily aimed at high risk event operators, to assist them in the process they will be required to undertake to complete the application process.

This document also provides external event organisers with the requirements for their emergency planning information including:

- Fire safety
- Assembly areas
- Medical response
- Emergency arrangements
- Contact information

Event Risk Scores

Each of the criteria used to determine the level of risk associated with an event have been assessed to determine their individual risk level. This assessment has been undertaken considering the raw, or uncontrolled



risk for each criterion (i.e., the worst-case scenario). This process allows Council to determine the highest risk and impact activities that should be assessed as part of the event application process.

Table 7: Raw risk score for assessable elements or risk categories as part of this ESF				
Risk Criteria	Definition (lack of controls may create these category of risk)	Consequence	Likelihood	Risk Score
Fireworks - Uncontrolled use of fireworks or pyrotechnics	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council 	Major	Likely	High
Alcohol - Uncontrolled sale or supply of alcohol	 Injuries / H&S breaches Asset damage Reputational damage to Council Legal and governance breaches 	Major	Likely	High
Amusement Devices (including inflatable amusement devices) Unregulated use of amusement devices	 H&S breaches Service delivery Reputational damage Legal and governance breaches 	Major	Likely	High
Amplified Sound – Uncontrolled use of amplified noise / announcements / music	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council Legal and governance breaches 	Moderate	Likely	High
Traffic Management – Lack of traffic management when it should be required, or inadequate management of traffic management	 Injuries / H&S breaches Asset damage Reputational damage to Council Legal and governance breaches Service delivery 	Major	Likely	High
Event Duration – Longer duration events, without adequate controls can present higher frequencies of incidents and are assessed as higher risk	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council Legal issues 	Moderate	Likely	High
Crowd Size / total attendance – Large crowds, when unmanaged can present higher risks and frequency of incidents	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council 	Major	Likely	High



Table 7: Raw risk score for assessable elements or risk categories as part of this ESF				
Risk Criteria	Definition (lack of controls may create these category of risk)	Consequence	Likelihood	Risk Score
Temporary Structures - Unpermitted or unregulated erecting of temporary structures	 Injuries / H&S breaches Asset damage Reputational damage to Council Legal issues 	Major	Likely	High
Power requirements – Unregulated use of externally provided power infrastructure	 Injuries / H&S breaches Asset damage Reputational damage to Council Legal issues 	Moderate	Possible	Medium
Waste implications – Waste created at event far outstrips waste removal capacities of site and no additional resources introduced	 Environmental damage Asset damage Reputational damage to Council 	Moderate	Possible	Medium
Food – unmanaged or unregulated food provision risking poor food hygiene practices	Injuries / H&S breachesReputational damage to CouncilLegal issues	Moderate	Possible	Medium
Sanitation / toilet facilities – Existing sanitation is not able to cope with the crowd size and insufficient additional resources are provided	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council 	Moderate	Possible	Medium
Security – Events that have the complexity that require a security provision carry a higher level of risk then those that do not	Injuries / H&S breaches Asset damage Reputational damage to Council	Major	Likely	High
Water based activities / event site bordering water source – Uncontrolled or unmanaged activities occurring on or near water sources	 Injuries / H&S breaches Environmental damage Asset damage Reputational damage to Council 	Major	Likely	High
Animals and Plant Matter Animal injures member of the public or biosecurity hazard	 Injuries / H&S breaches Environmental damage Reputational damage to Council Legal issues 	Moderate	Possible	Medium



Table 7: Raw risk score for assessable elements or risk categories as part of this ESF				
Risk Criteria Definition (lack of controls may create these category of risk)		Consequence	Likelihood	Risk Score
Event Program – A series of events			Possible	Medium

Framework Elements

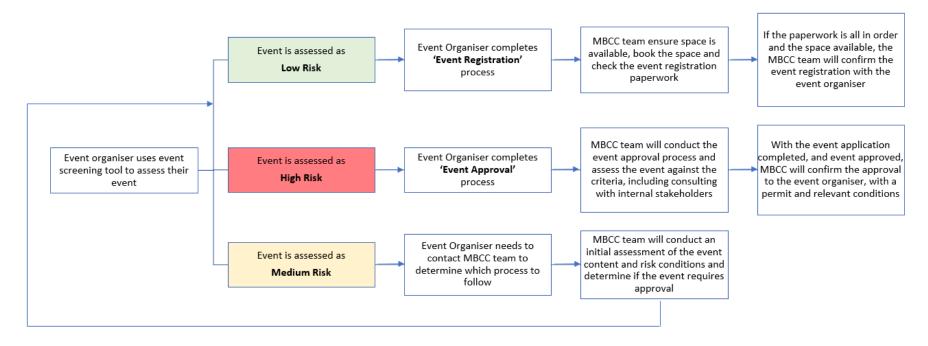
Council wishes to make the application process as simple as possible for event organisers, whilst also streamlining the approval process internally.

Council has developed a screening tool which will be available to access on the Council website. Event organisers can use this tool to self-assess their event and, using the results generated from their answers, are then directed to the application stream appropriate for their event.

The event organiser will either be directed to make an 'Event Registration' (low risk application process) or an 'Event Approval' (high risk application process). Internally, these both require an approval process to be followed, but the requirements for each vary.



Event Screening Process



Note: Where an even is screened as <u>medium-risk</u>, the MBCC Team will review the proposed event and determine (based on risk criteria) whether the event should follow the low-risk or high-risk application process. This may involve referring the proposed event to internal business function specialists (internal teams) for their consideration.

In the case of event programs, if it is determined that a development approval is required for the event (either in addition to, or instead of, an approval under this framework), the event organiser will need to apply for this approval via the Development Services Team.

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Planning and Management

All Events

Council will seek to ensure that the risks of each activity occurring as part of an event will be mitigated through effective controls, evidenced by appropriate planning and management documentation.

Event organisers are required to provide Council with the following documentation for all events in the City to which this ESF applies, at the time of application:

- i. Event Application Form;
- ii. Public liability insurance certificate of currency (relevant to event size and scope as defined by Council) for:
 - a. Event operator; and
 - b. Contractors.

Depending on the risk score produced through the screening tool, additional documentation and requirements may be imposed on the event organiser and outlined in the following sections.

High Risk Events

In addition to the event application form and insurance certificate of currency, events that have been assessed as high risk will also need to provide, at a minimum, an event risk management plan (including an event risk assessment).

There may also be requirements for the provision of information or documentation, depending on the activities taking place at the event. These documents or information may include those outlined in **Table 8** below.

Table 8: Documents and plans that may be required for high risk assessed events			
High Risk Event Activity	Required Document(s)		
High risk work (work defined as high risk by SafeWork and relevant legislation regulations)	High risk work licence Safe Work Method Statement (where required)		
High risk construction work	Safe Work Method Statement		
Activity within areas with known flora or fauna limitations	A plan outlining how you will protect the natural environment may be required.		
	Waste Management Plan		
Water based activities	Aquatic Event Authority from Maritime Safety Queensland		
Amusement devices (including inflatable amusement devices)	Business name and contact details of amusement device owner/operator		
	Evidence of manufacturer's or engineer's signoff		
	An operations plan detailing the setting up, operation and dismantling of the device		
Alcohol	Appropriate liquor licence or exemption (as applicable) from the Queensland Government Office of Liquor and Gaming Regulation		



Table 8: Documents and plans that may be required for high risk assessed events			
High Risk Event Activity	Required Document(s)		
Aviation	Appropriate CASA permits or safety management plans		
Pyrotechnics	 Fireworks event notice lodged with relevant regulators Fireworks operator licence Dangerous Goods security clearance cards Site plan showing separation distances and exclusion zones Community notifications 		
	 Temporary storage risk assessment (if required) Copy of permit to light fire from Fire Warden 		
First aid station/personnel	 Health/Medical Management Plan (normally provided by the first aid provider) First Aider qualifications 		
Temporary structures	 For tents between 100m² and 500m², stages and grandstands: Form 15—Compliance certificate for building design or specification; and Form 30—QBCC licensee aspect certificate for accepted development (self-assessable) Building approval (if required - e.g. tents over 500m²) 		
	Application to construct, extend or alter a public building		
Live entertainment including amplified sound	Noise Management Plan		
Drone photography / videography	Relevant CAA permits or plans		
Laser lighting/display	 Contractor must have all relevant permits and licences to operate the equipment Safety management plan for the activity 		
Food provided/sold	Food business licence (Council or relevant local authority) if one is required		
Traffic Management	Any applicable road closure approvals from Council, Department of Transport and Main Roads, or Queensland Police Service		



Medium Risk Events

There are 6 criteria in the Event Screening Tool that may produce a medium risk score. Events that are scored as medium risk will be referred to the Council Permits Team to determine if the event should be treated as high or low risk for the purposes of application and approvals. The criteria set out in **Table 9** below will give direction to Council officers to determine the next steps for these assessments. In some instances, the operator may be required to submit a particular piece of information or documentation, and the rest of the event can be treated as low risk. However, where there are multiple medium risk criteria, or the contents or activity of the event cannot be treated as low risk then the event will need to go through the full high risk application and approval process.

Event Program These events may require development approval and require further assessment by the Development Services team to the Development Services Team.	Q#	Category	Answer (from screening tool)	Assessment Criteria
	1		development approval and require further assessment by	 One event that is decentralised and being operated in multiple locations at the same time but conducted by the same event operator, or One event that recurs at the same location multiple times which is substantially the same each time, and which is conducted by the same event operator; or A series of related events occurring over a period of time at the same location, the event application should be escalated via the Permits Team to the Development Services team to determine whether Development Approval is required. If the event is on private land and a Development Approval is required, this framework does not apply as the event does not require an approval under the Local Law. If the event is on public land and a Development Approval is required (in addition to an approval under this framework), the event should be treated as low risk for the purposes of the event application process under this framework. If the event is on public or private land and a Development Approval is not required, the event should be treated as high risk for the purposes of the event application process under this framework. In all circumstances, the event operator should be advised as to whether they will need a Development Approval, Local Law approval or both. In circumstances where a Development Approval is required for an event, the event operator should be advised that they will need to apply for that approval via the

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Q#	Category	Answer (from screening tool)	Assessment Criteria
7	Duration	The event will be half a day to full day (Over 4 hours)	If the following criteria is met: • The duration of the event is limited to one day (i.e. does not go over multiple days), and • The event finishes prior to 10pm, and • The intention of the event is community or sports focused; and • There are no other medium risk scores in the assessment, the event application should be treated as low risk for the purposes of the event application process. If the following criteria is met: • The finish time for the event exceeds 10pm, or • The intention of the event is not community or sports focused (i.e. it is a concert or similar event); or • There are more than one medium risk scores, the event application should be treated as high risk for the purposes of the event application process.
8	Attendance	The attendance for this event will be between 200 and 1500	If the following criteria is met: The event is a participation sporting event; and There are no other medium risk scores, the event application should be treated as low risk for the purposes of the event application process. If the following criteria is met: The event is any event type other than a participation sports event; and There is more than one medium risk score, the event application should be treated as high risk for the purposes of the event application process.
11	Waste	This event will produce a higher volume of waste, and may need additional resources to remove	 If the following criteria is met: The waste being produced can be clearly defined (i.e the event has an iced lolly sponsor that will hand out product at the event that will create waste, The event operator can provide a plan for how they will manage the waste to ensure no ongoing implications on the environment; and There are no other medium risk scores, the event application should be treated as low risk for the purposes of the event application process. If the following criteria is met: The waste being produced is a result of an activity that may need to be assessed under other criteria; and There is more than one medium risk score, the event application should be treated as high risk for the purposes of the event application process.

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Q#	Category	Answer (from screening tool)	Assessment Criteria
15	Marine or Jetty	Event is on or bordering a water source, jetty or marine area	 If the following criteria is met: The event involves an activity on or in water, or The event involves an activity on a jetty or boat ramp, or The event is taking place on a beach, the event application should be treated as high risk for the purposes of the event application process. If the following criteria is met: The event does not involve an activity on or in water, and The event does not involve an activity on a jetty or boat ramp, and The event is not taking place on a beach, the event application should be treated as low risk for the purposes of the event application process.
16	Animal and Plant Matter	Animal and/or plant matter will be brought to the event	If the following criteria is met: • Animals OR plant will be brought onto site (not both), the event application should be escalated via the Permits team to the Environmental Services team to determine whether the event should be treated as low risk or high risk for the purposes of the event application process. If the following criteria is met: • Both animals and soil will be brought onto the site, the event application should be treated as high risk for the purposes of the event application process.

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Low Risk Events

All events in the City to which this ESF applies, will undergo an application and approval process. The risk-based approach taken by Council in the Local Law and this Framework allow for events that are assessed as being low risk to follow an application and approvals process that is less onerous on both the operators and Council officers. Events that satisfy the low risk criteria, and that provide adequate detail in their event application form to allow Council officers to satisfy their due diligence obligations and be confident the event is low risk and being managed appropriately will not need to undergo a full internal council assessment process.

Related Documents

Relevant legislation

• Events Local Law 2023

Council documents

• Events Local Law 2023 Explanatory Notes

Definitions

Term	Definition		
City of Moreton Bay or Council	Moreton Bay City Council		
Competent Person	A person who has acquired through training, qualification, or experience, or a combination of these, the knowledge of skills, including risk management knowledge and skills, qualifying that person to perform the task required to a certain standard. Reporting and risk control responsibilities shall be assigned only to competent individuals capable of implementing their defined risk management tasks.		
Consequence	In this Framework, Consequence is a qualitative measure of an occurrence's impact on Council's objectives. It may be either foreseeable, or 'worst case scenario'. There may be a range of outcomes associated with such an occurrence.		
Duty of Care	outcomes associated with such an occurrence. The duty owed to an employee, contractor and visitor to a Council managed or partially managed venue, or activity hosted by Council (as an employer), to provide safe premises, safe plant and equipment and safe systems of work. This duty is enshrined in the relevant WHS legislation within which Council is operating and under common law. A similar duty is owed by all employees and contractors to work safely and follow authorised safe working policies, procedures and instructions within their job roles as competent persons.		
Hazard	A source or cause of a situation with the potential for harm in terms of human injury or ill-health, damage to property, damage to the environment or a combination of these.		
Hierarchy of Controls	The hierarchy of controls is a recognised prioritising process for mitigating safety risks based upon the significance of that risk. The higher a risk that a particular hazard creates, the higher the proposed level of control shall be drawn from the hierarchy. The risk assessor shall aim to achieve the highest level of control that is reasonably practicable.		
	The hierarchy of controls consists of: <u>Eliminate</u> the hazard, <u>Substitute</u> for a lesser hazard, <u>Modify</u> the work system or process, <u>Isolate</u> the hazard, Use <u>engineering</u> controls, Administrative controls; and Personal protective equipment (PPE). 		



	In many access it will be necessary to use many there are a section that		
	In many cases, it will be necessary to use more than one control method. PPE shall be used only as a last line of defence.		
Incident	An unplanned occurrence resulting in or having the potential to cause		
	injury, ill-health, damage or other loss to the corporation or personnel.		
Inherent Risk	The remaining level of risk before risk treatments have been undertaken.		
Inspection	A regular workplace observation to check equipment, working environment and practices to identify hazards, deficiencies and HSW regulatory breaches.		
Issue	 An "issue" may: Be a situation that currently exists or requires action / decisions to resolve, Be distinct from a risk, where a risk involves a chance that a specific incident or scenario, Or may not occur and there is considerable uncertainty on the severity level, i.e. if there is considerable uncertainty in either the likelihood or consequence, it is taken to be a risk; and May have an impact on Council achieving its objectives to a 		
Likelihood	reasonably known severity level, if no action is taken. The chance of a particular incident occurring during any Council related		
	activity.		
Local Law	Events Local Law 2023		
Policy	A policy is a written document that defines why a particular risk management or operational risk, or issue, will be managed. The Risk Management Policy defines the commitment from Council management for implementing the Risk Management Framework across the business. Other risk management policies are designed around specific strategic or operational risks. These are supported by corresponding Standard Operating Procedures (SOP) that describe how the Policy will be implemented.		
Procedure	A procedure is a document which defines the method, activities and responsibilities associated with a work process and articulated in a policy. It sets out the specific tasks required to implement policy.		
Reasonably Foreseeable	A duty of care is a legal obligation to avoid causing harm and arises where harm is 'reasonably foreseeable' if care is not taken.		
Reasonably Practicable	SafeWork Australia defines reasonably practicable at a particular time a duty holder makes a decision in relation to mitigating risk by taking into account and weighing up all relevant matters including: a) The likelihood of the hazard or the risk concerned occurring, b) The degree of harm that might result from the hazard or the risk, c) What the person concerned knows, or ought reasonably to know, about the hazard or risk, and ways of eliminating or minimising the risk, d) The availability and suitability of ways to eliminate or minimise the risk; and e) After assessing the extent of the risk and the available ways of eliminating or minimising the risk, the cost associated with available ways of eliminating or minimising the risk, including whether the cost is grossly disproportionate to the risk.		
Responsibility	Responsibility is assigned to a competent person for delivering specific risk-related tasks with accountability and obligations.		
Risk	Risk is a product of likelihood and consequence. It can be described as representing threats or opportunities to achieving Council's business objectives. Most risks have a range of causes (or hazards) and a range of potential impacts. Council's Risk Management Framework measures		

¹ SafeWork Australia Fact Sheet — 'Reasonably Practicable.' (May 2013)



	risk using a semi-quantitative method that combines qualitative descriptors with a quantitative score to allow for the measurement of risk.		
Risk Category	Council's risk categories in the context of this Framework, include: • Health and Safety • Financial Sustainability • Legal and Governance • Reputation • Service Delivery • Asset Management		
Risk Control Effectiveness	Environment Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the efficacy of risk actions and controls Control effectiveness represents the effectiveness represents the efficacy of risk actions are represented to the efficacy of risk actions and control effectiveness represents the efficacy of risk actions are represented to the efficiency		
Risk Score	that are implemented by Council to reduce risk to an acceptable level. Risk Score = Consequence Score x Likelihood Score		
Safety	Safety is a state in which the risk of harm (to persons) or damage is limited to an acceptable level. In the context of this Framework, safety means Work Health and Safety (WHS) or public safety.		
Standard	A Standard is a cluster of risk management-related activities that are represented by Elements within a Risk Management System. Through the Elements, the Standard sets out the minimum acceptable level for delivering these activities.		

Document Control

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Version	Approval	Date	Description	Document ID
1.0	Council	8/11/2023	New Guideline	68255820



Appendix 1 – Event Screening Tool Answers and risk ratings

Q#	Category	Question	Answer	Risk Rating
1 Events Program		Q1 -Are you intending to apply for more than	No, this application covers a single event	Low
1	Events Flogram	one event within this application (i.e. a program of events)?	Yes, this application covers multiple events	Medium
2	Fireworks	O2 Will there be fireworke at your event?	No, there will be no fireworks at this event	Low
2	Fileworks	Q2 - Will there be fireworks at your event?	Yes, there will be fireworks at this event	High
3	Alcohol	Q3 - Will alcohol be sold or supplied at your	No, alcohol will not be sold or supplied at this event	Low
3	Alconor	event?	Yes, alcohol will be sold or supplied at this event	High
	Amusement Devices (including	Q4 - Will you be using any amusement	There will be no amusement devices or jumping castles) used in this event	Low
4	devices or jumping castles at this every	(amusement devices may include items such	Yes, there will be amusement devices and/or jumping castles) in use at this event	High
5		Q5 - Will you be using any amplified sound,	There will be no amplified sound at this event	Low
	Amplified Sound	for example speakers for announcements, music systems for concert or any other noise producing equipment?	There will be amplified sound at this event	High
6	Traffic Management		No, there will not be traffic management requirements for this event	Low

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Q#	Category	Question	Answer	Risk Rating
		Q6 - Does your event require any traffic management, for example road or footpath closures, carparking restrictions etc?	Yes, traffic management will be required for this event	High
			The event will be less than half a day / 4 hours	Low
7	Duration	Q7 - What is the duration of your event (gates open to final completion time)?	The event will be half a day to full day (over 4 hours)	Medium
			This event is held over multiple days	High
			The attendance for this event will be under 200	Low
8	Attendance	Q8 - What is the expected crowd size for your event?	The attendance for this event will be between 200 and 1500	Medium
			The attendance for this event will be over 1500	High
0	Temporary		There are no structures needed at this event, or simple structures limited to two 3m x 6m marquees or sun umbrellas	Low
9 Structures	Structures		There will be additional structures at this event including marquees, structures that require pegging in the ground, or those that require building code sign off	High
		Q10 - What power requirements does your	This event only has simple power requirements, limited to devices working on the supply available on site	Low
10	Power	Power event have?	This event has complex power requirements that will need to be supplemented with externally provided power generation	High
11	Waste	Q11 - What will be the waste implications of your event on the event site?	This event will produce low volumes of waste, all of which can be removed from the location as part of the existing infrastructure	Low

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Q#	Category	Question	Answer	Risk Rating
			This event will produce a higher volume of waste, and may need additional resources to remove	Medium
			This event has a high quantity of waste that will require a more comprehensive waste management plan to manage	High
12	Food Vendors	Q12 - Will you have food vendors at your event?	There will be no food vendors at this event	Low
			Yes, we will have food vendors at our event	High
13	Toilets	Q13 - Will the toilet requirements for your event outstrip the existing infrastructure, and require you to have additional toilet facilities at the event?	No, there is no additional toilet requirement for this event	Low
			Yes, the toilet capacity will be outstripped at this event and will require additional infrastructure	High
14	Security	Q14 - Do you require security at your event?	No security requirements for this event	Low
			Yes, there will be a security requirement for this event	High
15	Marine or Jetty	Q15 - Is your event site on or bordering a water source (i.e. a river, lake or beach) or around a jetty or marine area?	No, my event site is not on or bordering a water source, jetty or marine area	Low
			Yes, my event is on or bordering a water source, jetty or marine area	Medium
16	Animal and Plant Matter	Q16 - Are you bringing animals or plant matter (including soil) onto the site as part of your event or event setup?	No plants or soil will be brought onto the site	Low
			Yes, there will be animals OR plant brought onto site (not both)	Medium
			Yes there will be both animals and soil will be brought onto the site	High

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