



SPECIAL EVENTS OPERATIONS MANUAL

Amendments

Date	Amendment	Reference
9 December 1997	Adopted	OT/38
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SPECIAL EVENTS OPERATIONS MANUAL

1. Introduction

The primary purpose of the Operations Manual is to assist Council staff, and staff of other relevant agencies, to understand the background to and administration of the Mosman Special Event Management Policy (hereon referred to as the “Policy” and “SEM Policy”).

Successful event management involves many people undertaking separate tasks in a coordinated manner. In Mosman this involves staff from every section of Council, staff in several other state agencies, staff of companies and clubs, as well as volunteers. Events must be managed in accordance with not only Council’s own policies, but also various state laws and regulations.

Only a small portion of this effort is visible to the general public. Even if the event runs smoothly there may be some negative feedback as some degree of inconvenience can be experienced by local residents. If the event is poorly managed, however, the impact can be profound with damage to property and to the natural environment, with public safety threatened, and with widespread dissatisfaction by visitors and local residents alike.

The potential positive aspects of holding special events include:

- Income and exposure for local businesses;
- Opportunity for fund raising for local charitable causes;
- Provides interesting and enjoyable leisure pursuit for local residents and visitors;
- Opportunity to showcase local area/civic pride; and
- Contributes to a sense of community and fellowship.

The potential negative aspects of holding special events include:

- Traffic congestion and parking difficulties;
- Noise impacts;
- Impacts on the natural environment;
- Disruption of local lifestyles and routines; and
- Increased possibility of anti-social behaviour occurring.

2. Special Events in Mosman

There are a range of special events now taking place in areas controlled by Mosman Council. These include:

- Sirius Cup Regatta;
- Balmoral Swim for Cancer;
- Easter Sunday Service;
- Balmoral Burn;
- Mini-Mos;
- Balmoral by the Glass featuring Mudgee Wines;

- Hunter Valley Uncorked at Balmoral; and
- Carols by Candlelight.

There is considerable variation in terms of theme, scale, and duration. The themes include sporting/recreational, religious and charitable, and cultural. The scale varies from the lows 100s to in excess of 10,000 people. The duration varies from two hours to several days.

In addition there are a number of special events which take place outside the Mosman Local Government Area, but which require management input by Mosman Council. These include:

- New Years Eve fireworks;
- Australia Day celebrations on the Harbour;
- Boxing Day Start of Sydney Hobart Yacht Race; and
- Various sailing Regattas.

3. Related Policies or Regulations

3.1 Related Council Policies

Apart from the SEM Policy, the key Council policies affecting the management of special events include:

Commercial Filming/Photography
Commercial Promotion on Council Land
Community Grants and Assistance Policy
Fireworks and Ceremonial Fires on Council Land
Public Banner Policy
School Activities on Reserves
Smoking in Public Places – Management of
Sponsorship Policy
Street Parties – (including temporary road closures)
Sustainable Event Management Policy
Use and Management of Sporting Fields Policy and Corporate Practice
Further information concerning these policies and the level of applicable fees and charges, which are reviewed annually and published in Council's Schedule of Fees and Charges, are available on Council's website <https://mosman.nsw.gov.au/council/policies-forms/forms>.

Where appropriate policies are progressively amended or rescinded in accordance with the provisions of this Policy, with a view to simplifying overall governance.

Where a discrepancy occurs between the provisions of pre-existing Council policies and the provisions of the SEM Policy, then the provisions of this policy shall prevail. An exception to this rule is adopted Plans of Management or formal planning instruments which shall remain in force until formally amended.

The issue of which activities are suitable or unsuitable in specific locations will normally be addressed in the context of the Plan of Management for that area. Where feasible therefore, policies relating to the management of open space should be incorporated into the Plan of Management for that area.

3.2 Relevant Legislation

In addition to Council policies there are several pieces of legislation which influence the use and management of public open space and the holding of special events.

The key pieces of legislation are listed below.

3.2.1 The Crown Land Management Act 2016 (NSW)

The Crown Land Management Act 2016 (NSW) sets out a number of provisions determining the appropriate use of reserves as well as the requirement for the preparation of Plans of Management. Details of this legislation are viewable at

<https://legislation.nsw.gov.au/view/html/inforce/current/act-2016-058>

3.2.2 Environmental Planning and Assessment Act 1979

There are several provisions of the Environmental Planning and Assessment Act which may have a bearing on the conduct of special events, in particular the requirement to lodge a Development Application as set out in Part 4 of the Act.

The approach of requiring a Development Application for special events has not been utilised in Mosman to date, with the view being held that this approach is more appropriate in the case of permanent or semi-permanent changes in land use particularly in cases involving the erection of structures.

Please refer to environment.nsw.gov.au for more information or view the Act at legislation.nsw.gov.au/view/html/inforce/current/act-1979-203.

3.2.3 NSW Food Act 2003 and Australia New Zealand Food Standards Code

Food premises and businesses are required to comply with the NSW Food Act 2003 and the Australia New Zealand Food Standards Code.

Under the NSW Food Act 2003, all food handling businesses including food stallholders at temporary, periodic and/or one-off events in NSW are required to "notify" their details to the NSW Food Authority. The only exceptions are those food businesses in certain industries which are directly licensed by the NSW Food Authority. This is free online at <https://formsfa.bfs.dpi.nsw.gov.au/forms/12120> or via Council for a fee set annually in Council's-Schedule of Fees and Charges.

The Australia New Zealand Food Standards Code is a cooperative arrangement between Australia and New Zealand to develop and implement uniform food standards relating to:

- Standards which apply to all foods;
- Standards affecting particular classes of foods;
- Food hygiene issues; and
- Standards dealing with the primary production of food.

The NSW Food Act 2003 is viewable at legislation.nsw.gov.au/view/whole/html/inforce/current/act-2003-043 and the Australia New Zealand Food Standards Code is viewable at foodstandards.gov.au/food-standards-code

As per requirements of the NSW Food Authority (foodauthority.nsw.gov.au), temporary event food stall holders/providers are required to notify Council. All food stall holder/providers involved with

event are to complete a Special Event Temporary Food Stall Notification Form and may be subject to inspection during the course of the event. For further information contact Council's Environmental Health team on 9978 4187.

Inspections of stall holders selling food will be charged in accordance with Council's Schedule of Fees and Charges.

3.2.4. Protection of the Environment Operations Act 1997

Under the Protection of the Environment Operations Act (POEO Act), the pollution of any waters is absolutely prohibited unless pollution is pursuant to a licence. The Act provides that a person is deemed to have polluted waters if they place any matter in a position where it actually is likely to fall, descend, wash, be blown or percolate into any waters, onto the dry bed of any waters or into any drain channel or gutter.

Attention is also drawn to the POEO Act provisions relating to air pollution offences and the requirement for the operator to maintain plant in an efficient condition and to operate plant in a proper and efficient manner.

Attention is also drawn to the POEO Act provisions relating to littering where a person who deposits litter in or on a public place or open private place is guilty of an offence.

Under the POEO Act it is an offence to release 20 or more balloons at or about the same time if the balloons are inflated with a gas that causes them to rise in the air.

It is also an offence under the POEO Act to deposit advertising material in or on a vehicle regardless of whether the vehicle is situated on a public place or open private place.

A breach of the POEO Act is a strict liability offence which attracts penalties from \$500.

The POEO Act also regulates air pollution emissions including odours, smoke and invisible gases.

Under the POEO Act it is an offence to allow offensive noise to be emitted from public premises or made in a public place.

Public address systems which are used in conjunction with outdoor events commonly cause annoyance if used inappropriately. Consideration should be given to times of use, speaker position and direction, and sound level and Council regulations governing the use of public address systems.

A complete version of the POEO Act can be viewed at legislation.nsw.gov.au/view/html/inforce/current/act-1997-156#sec.3.

3.2.5 Local Government Act 1993 and Approvals Regulations

The Act contains provision for the carrying out of Plans of Management for open spaces areas, such as has occurred at Balmoral. Plans of Management for other reserves are also in place.

Approvals under this Act may also be required for the erection of temporary structures and also Safe Work NSW licences may be required for amusement devices.

A complete version of the Local Government Act can be viewed at legislation.nsw.gov.au/view/html/inforce/current/act-1993-030 or from the Office of Local Government website at olg.nsw.gov.au/.

3.2.6 Work Health and Safety Act 2011, and Work Health and Safety Regulation 2017

The laws contain new provisions that require employers (or the event organisers) to consult with employees on health and safety matters and eliminate or control risks.

The Work Health and Safety Act 2011 is viewable at

legislation.nsw.gov.au/view/html/inforce/current/act-2011-010#pt.14-div.2 and the Work Health and Safety Regulation 2017 can be downloaded from the SafeWork NSW website safework.nsw.gov.au/legal-obligations/legislation/accordians/work-health-and-safety-regulation-2017.

3.2.7 Waste Avoidance and Resource Recovery Act 2001

The objects of this Act include reduced consumption of natural resources and provision for the continual reduction in waste generation by encouraging the avoidance of waste and the reuse and recycling of waste.

The Waste Avoidance and Resource Recovery Act 2001 is viewable at <https://legislation.nsw.gov.au/view/html/inforce/current/act-2001-058>.

4. Liaison with other Public Agencies

An essential element in successful event management is close ongoing coordination between Council and other relevant agencies.

“Relevant agencies” are seen to include:

- Police and Water Police
- State Emergency Service
- Fire Brigade
- Ambulance / St John Ambulance
- Keolis Downer
- NSW Environment and Heritage
- NSW National Parks and Wildlife Service
- Sydney Harbour Federation Trust
- HMAS Penguin
- Taronga Zoo
- Neighbouring councils
- Transport for NSW

The agencies with which Council will need to work most closely will vary according to the nature, location and scale of the event.

In addition, Council takes the following steps to facilitate closer coordination:

- Notifies North Shore Police Area Command and other relevant public agencies at the time of each major review of this Policy;
- Ensures the event is publicised in the local media including details such as street closures, parking restrictions, etc. (major special events only);
- Arranges for a debriefing meeting involving relevant Council staff and representatives of public agencies to be held periodically throughout the year in addition to informal debriefing within one week of the major special event;

- Identifies and exchanges mobile telephone number/s for the event organisers, Council staff and contractors, Police, and representatives of other agencies, prior to the holding of any special event; and
- Attends any other such meetings as are called by relevant agencies in relation to special events or policy development relating to special events.

5. Administration of the Policy

The management of special events involves staff from all areas of the Council, and hence is managed by way of a Special Events Management Working Group (SEMWG) which meets on an 'as-needed' basis. The SEMWG consists of the Council staff who have the greatest degree of involvement in the management of special events.

The SEMWG prepares a report (with a recommendation) in relation to each application to hold a special event. Each report is considered by the General Manager who is empowered to grant approval under delegated authority from Council.

In the case of applications for major special events which have not previously been held in the Mosman area, then the SEMWG (following consultation with the General Manager) submits a report to Council with a recommendation to either reject an application or approve it subject to conditions.

In the 12 months following an Ordinary Council Election, each application for a Major Special Event that has been approved by the previous Council must also be referred to the new Council for determination. If Council formally withdraws its support for a Major Special Event, future applications in relation to that event may be determined only by a resolution of Council.

The SEMWG also makes recommendations concerning the level of security/damage deposit to be required for each event.

The administrative processes followed are set out in Appendix 2 (Council Special Event Approval Process) and Appendix 3 (Council Special Event Coordination Process). Appendix 4 (Checklist of Council Special Event Management Forms) provides a guideline as to the forms required by Council.

In situations where an application essentially complies with the requirements of this Policy but with minor variations, the SEMWG may approve the application subject to conditions and the agreement of the Mayor and Council's General Manager. For example, a sporting event proposed to commence prior to the 8.00am starting time specified in the Policy.

Those whose applications for special events are rejected may seek a further determination based on the submission of additional supporting material to the SEMWG. In the case of applications to hold a major special event the General Manager may, at his or her discretion, elect to have the matter considered by the Council.

The SEM Policy is to be periodically reviewed and amended as required. The frequency of reviews shall be not more often than once per year, and at least once every four years.

6. Community Consultation

Mosman Council is committed to providing open and democratic governance and welcomes constructive input from members of the Mosman community on special event management as with a wide range of other issues.

At the same time, it must be recognised that the purpose of this Policy is to provide a clear and consistent direction on the issue of special events, and in doing so avoid an inconsistent and ad hoc approach.

Written submissions are welcomed and are to be addressed to Council's Events and Marketing Coordinator. Submissions will be reviewed by the SEMWG consisting of relevant Council staff and will be considered in the next major review of the Policy.

The process set out in this Policy also calls for community notification regarding upcoming special events in order that residents can plan for any changes in the normal management of traffic/parking. Those proposing special events are expected to play an active role in this process.

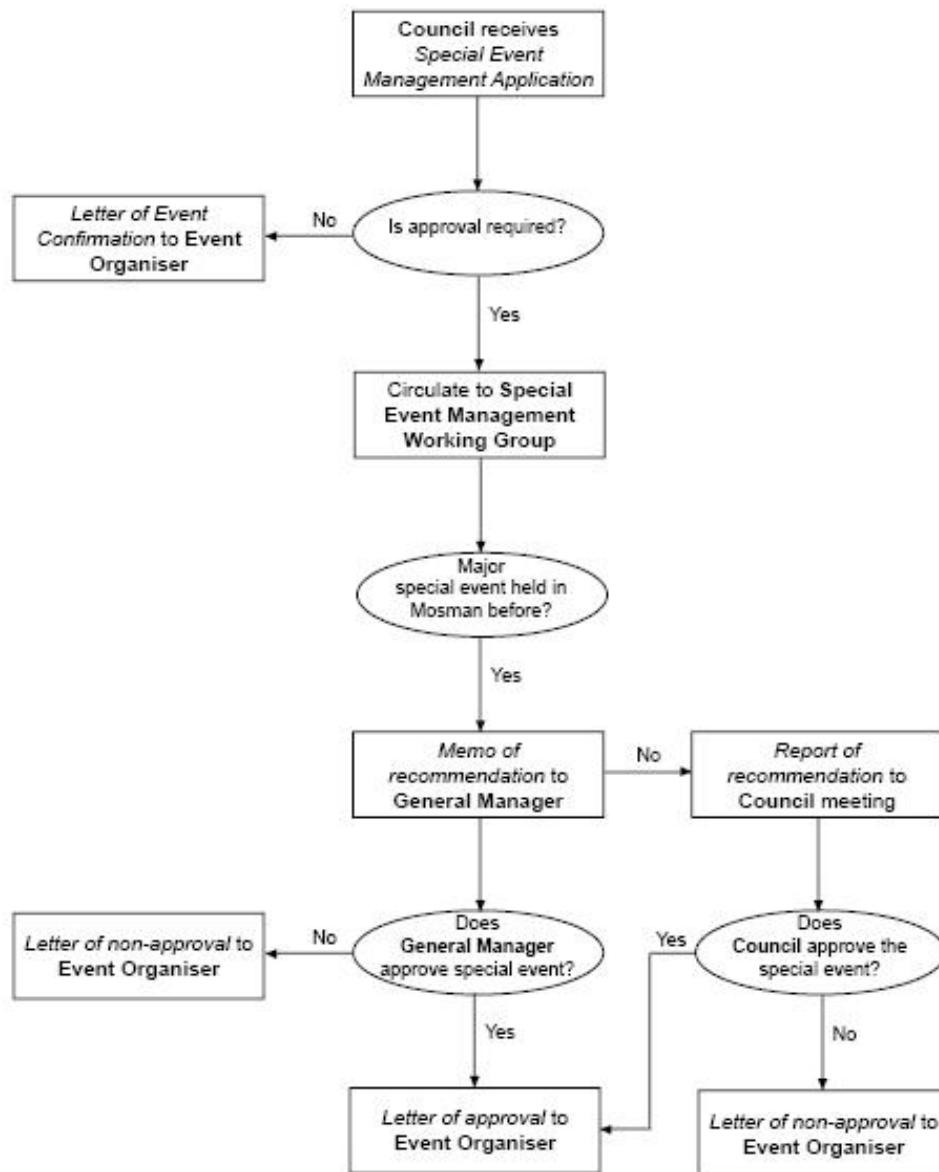
In addition, community input on special events such as letters after events have taken place, will be studied by the SEMWG as part of an ongoing process of reviewing and fine-tuning the Policy and Operations Manual.

APPENDIX 1 - SPECIAL EVENT MANAGEMENT WORKING GROUP

Special Event Applications are considered in the first instance by the Special Event Management Working Group, comprising staff from across Council's events, compliance, health, open space, traffic and governance teams. Other external agencies are also consulted as required.

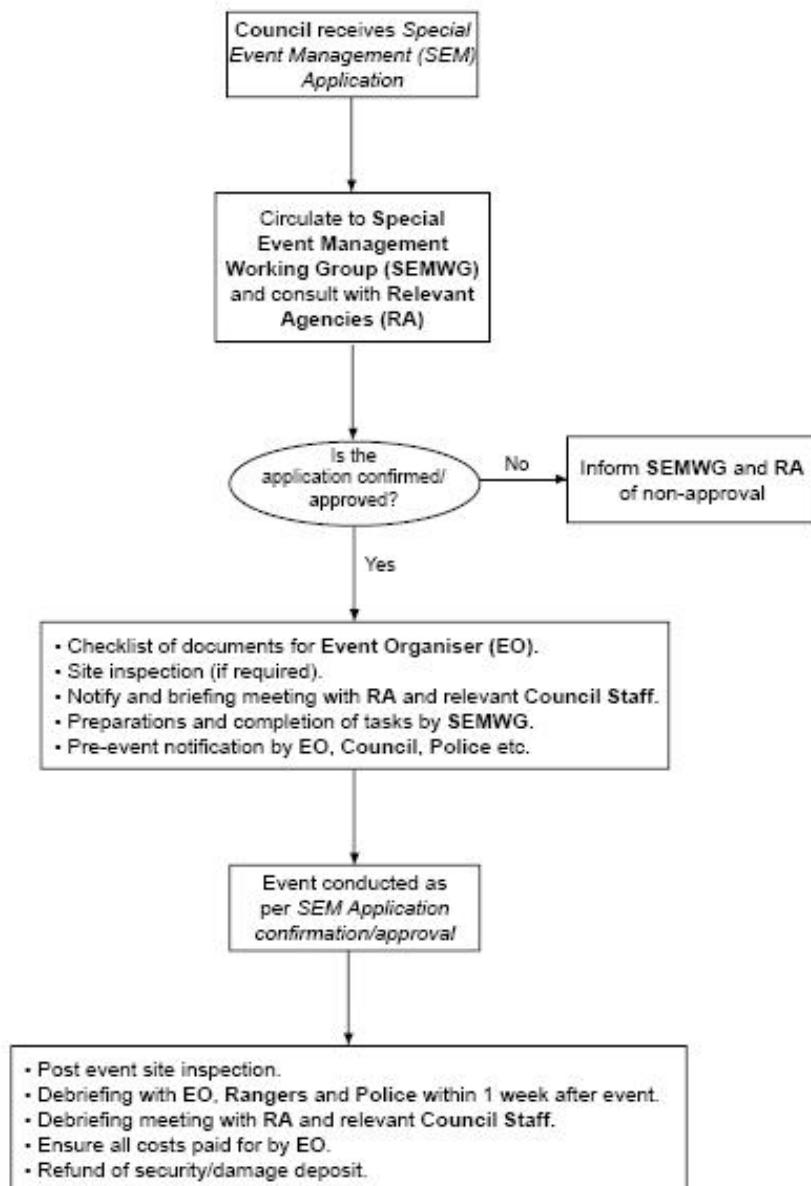
APPENDIX 2 - COUNCIL SPECIAL EVENT APPROVAL PROCESS

Following is a flow chart of Council's approval process for special events.



APPENDIX 3 - COUNCIL SPECIAL EVENT COORDINATION PROCESS

Following is a flow chart of Council's coordination process for special events. Please note it is a recommended procedure guideline.



APPENDIX 4 - CHECKLIST OF COUNCIL SPECIAL EVENT MANAGEMENT FORMS

Following is a checklist of the forms required by Council. Please note not all forms are required and other forms may also be required depending on the nature of the event and the requests of the event organiser.

CHECKLIST

Document	Required	Due (prior to proposed date of the event)
<input type="checkbox"/> Application to Conduct a Special Event form (SEM Application)	✓	> 6 months for a major special event > 3 months for minor special events
<input type="checkbox"/> Sustainable Event Management Plan	✓	At time of SEM Application submission
<input type="checkbox"/> Site plan/layout/map	✓	At time of SEM Application submission
<input type="checkbox"/> Event program/run Sheet	✓	At time of SEM Application submission
<input type="checkbox"/> Certificate of Currency – Public Liability		
<input type="checkbox"/> Insurance noting Mosman Council as an Interest Party	✓	> 2 weeks
<input type="checkbox"/> Completed Indemnity form	✓	> 2 weeks
<input type="checkbox"/> Risk Management Plan	✓	> 2 weeks
<input type="checkbox"/> Notification acknowledging acceptance of special event approval conditions	✓	> 2 weeks
<input type="checkbox"/> Post event feedback	✓	< 2 months after the event
<input type="checkbox"/> Traffic Management Plan	As required	> 6 months for a major special event > 3 months for minor special events
<input type="checkbox"/> Police Schedule 1 Form: Notice of Intention to Hold a Public Assembly	As required	> 3 months to Police - Northshore Police Area Command
<input type="checkbox"/> Application for the Erection of a Street		
<input type="checkbox"/> Banner at Military Junction and/or Vertical Banners form	As required	> 3 months
<input type="checkbox"/> Aquatic Licence application and approval	As required	> 2 months
<input type="checkbox"/> Application to Erect a Marquee on Council Controlled Land form	As required	> 1 month
<input type="checkbox"/> Key Hire form	As required	> 1 month
<input type="checkbox"/> Liquor Licence approval	As required	> 2 weeks
<input type="checkbox"/> Copy of notification to residents	As required	> 2 weeks
<input type="checkbox"/> Audited financial statement	As required	< 3 months

All required forms are available on the Mosman Council website .

APPENDIX 5 – EXAMPLES OF HAZARDS

The following checklist items are not exhaustive. They can be used as a prompt in risk identification.

Security

- Weapons
- Explosives
- Bomb threats
- Magnetometer and bag checks
- Public perception
- Restricted items
- Cloaking
- Cash handling
- Confiscation

- Unsolicited acts of violence

- Coordinating contractors
- Communication expectations
- Legal compliance
- Historic standards
- Job safety analysis
- Sub-contractor
- Casual labour
- Training
- Induction
- Accreditation
- Contracts
- Competence
- Management – no monitoring/supervision
- Plant and equipment

People

- Security staff numbers
- Patron demographics
- Inappropriate use of staff
- Alcohol
- Serial pests
- Training/induction
- Lack of relevant certification/licences
- Backgrounds checks of staff
- Cultural issues

Accessibility

- Lifts
- Ramps
- Parking
- Public transport
- Signage
- Access to venues
- Egress
- Seating

Vehicle safety

- Maintenance
- Security of vehicles
- Vehicle/people segregation
- Speed
- Refueling
- Parking supervision
- Lack of training
- Permits and certification/licensing
- Outdoor broadcast vehicles
- Working at height
- Electrical safety
- Slips and trips
- Inappropriate use of paths
- Accessibility during emergency management
- Loading operations – docks and people

Plant

- Training
- Certification
- Supervision
- Maintenance
- Isolation/segregation – people
- Hand tools
- Registered plant, e.g. lifts, escalators and pressure vessels

Materials handling

- Mechanical handling
- Plant
- Food handling
- Furniture fixture and equipment
- Venue design
- Functionality
- Transport between venues/locations/storage
- Excess weight and height
- Condition of terrain

Field of play (FOP)/equipment

- Proximity of audience to FOP
- Officials
- Throwing objects on to FOP
- Sport projectile
- Appropriate activity for venue
- Traffic management
- Safe crossing
- Promotion activities without consideration of safety issues
- Patron management
- Overloading venue
- Mosh pits
- Appropriateness of signage
- Access to FOP for entertainment
- Weather
- Cameras and equipment
- Emergency egress
- Crowd communication
- Crowd invasion
- FOP regulations (e.g. international federations)
- Exclusion zones

Staff

- First aid
- Food preparation
- Fatigue
- Conditions – excessive heat/cold
- Competency/suitability
- Working alone
- Confined spaces
- Violence/bullying
- Welfare – breaks, sunscreen, dehydration, etc
- Cultural issues
- Transport

Hazardous substances/ dangerous goods

- Pesticides
- Fuel storage
- Cleaning products
- Water/waste water
- Pyrotechnics
- Firearms and ammunition
- Asbestos
- Inappropriate labelling
- Poisons
- Acids

The event

- Track invasion
- Communication equipment
- Asset protection
- Access controls for volunteers
- Entry control

Contractors

Working at height

- Scissors lifts
- Safety harness
- Scaffold
- Abseiling
- Winches
- Ladders

Legal

- Overuse of security powers
- Interaction with law enforcement agencies
- Lack of legal compliance

- Overhead power lines
- Edge protection
- Camera platforms
- Rigging/lighting
- Excessive weight
- Mechanical aids
- Suppliers' packaging
- Loading/unloading reefers
- Excited volunteers

Slips and trips

- Electrical cables
- Uneven ground, loose surfaces
- Weather
- Flooring design/surfaces
- Design of barriers
- Lighting
- Outdoor event
- Queuing systems
- Edge protection
- Climbing for vantage points
- Inappropriate footwear
- Carrying
- Time lines
- Lack of staff
- Crowd control – security
- logistical planning
- Training

Electrical safety

- Qualification of contractors
- Power supply – no spiking, lack of continuity
- Overloading systems
- Power tools
- Faulty insulation
- Underground services
- Protection of leads
- Cables/height/pathways
- Location in relation to other equipment

Construction

- Working at heights
- Temporary structures
- Unauthorised access
- Maintaining public access
- Plant
- Council/building code approval
- Electrical safety
- Slips/trips
- Interface operations
- Weather
- Coordinating sub-contractors
- Contractor management

Fire safety

- Evacuation plans
- Fire prevention plan
- Dangerous Goods storage
- Knowledge and use of equipment
- Appropriate firefighting equipment
- Obstruction and security of firefighting equipment
- Pyrotechnics
- Warning and communication system
- Fire ban days
- Policies and procedures

Manual handling

