# Chapter 10 Special Services

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10.1 Provision of special services

Where a service is provided to an organisation or person and is not performed in the ordinary course of police business, the services are deemed to be special services.

The Service will charge the organisation or person in these cases a fee for this service pursuant to s. 10.16: ‘Charges for police services’ of the Police Service Administration Act.

Officers in Charge, Managers, and Supervisors Responsibilities

When an external organisation or person applies for the services of police, the OIC of the station or establishment concerned must determine whether the services should be performed in the ordinary course of police business or as special services.

Such determination should be made by reference to the criteria outlined in s. 2: ‘Determining Whether to Charge for Provision of Good and Services’ in s. 4.1.2: ‘User Charges Practice Statement’ and s. 4.1.3: ‘Accounting for Special Services Revenue Practice’ of the Financial Management Practice Manual (FMPM).

Where the OIC determines that the services applied for should not be performed in the ordinary course of business, the services shall be deemed to be special services.

Examples of special services may include:

(i) attendance at places of public amusement at which a charge is made for admission;
(ii) attendance at a private function;
(iii) escort of persons carrying sums of money;
(iv) any duty where the organisers of the event wish to direct the police task;
(v) traffic control; and
(vi) wide load escorts.

In some instances, particular events may represent a situation where a combination of normal rostered duty and special services (to be charged) may apply. In such instances, the OIC of the station or establishment to which the application was made shall determine which duties are in the nature of special services, and shall levy a charge on the applicant. Examples of instances where a combination of normal rostered duty and special services may apply are provided in s. 4.1.3 of the FMPM.

Where any doubt exists concerning whether or not services applied for should be performed in the ordinary course of business or as special services (to be charged), the matter should be referred to the OIC of the region or command for determination.

10.2 Determining the number of police required

PROCEDURE

When determining the number of officers required to perform the policing services requested, factors to be considered include:

(i) the nature of the duty to be performed;
(ii) the nature and duration of the proposed event;
(iii) previous experience and local knowledge;
(iv) the location of the venue;
(v) the presence, or otherwise, of licensed areas;
(vi) the size, age and demographics of the crowd expected; and
(vii) any anticipated trouble.

For events where the number of patrons is likely to exceed 250, a guide is provided in s. 10.12.2: ‘Guide to police numbers’ of this chapter. See also s. 10.11.4: ‘Planning for policing of events’ of this chapter.

For guidelines in determining the minimum number of police, pilot or escort vehicles required for wide load (excess dimension/mass vehicle) escorts, see s. 10.7: ‘Wide load escorts’ of this chapter.
10.3 Award and enterprise bargaining provisions

Clause 19: ‘Special services performed by non-commissioned police officers’ of the *Queensland Police Service Employees Award – State 2016* provides the framework for the conduct of special services by officers.

The implications of Award and Enterprise Bargaining provisions for officers include:

(i) payment to officers for special service duty will be at the applicable award rate, i.e. overtime or ordinary time. Any claim for payment of overtime in relation to performance of special service duty should be on QP 0040A: ‘Claim for Overtime, Travelling Time and Penalty Payments’;

(ii) the Commissioner will be responsible for the collection of charges for special services;

(iii) the allocation of special services should be conducted in an equitable manner. (The requirement of officers in charge to monitor and commissioned officers to overview will continue). Equitable allocation means the allocation should be fair and reasonable in the circumstances. It does not mean that special services must necessarily be divided equally among all staff. Factors which may affect the allocation of special services could include, for example, the availability of staff, the tasks required to be performed and any specialist skills necessary;

(iv) there is an entitlement to travelling, accommodation and meal allowances, where appropriate, in accordance with the award and relevant certified agreement;

(v) officers may perform special service duties on their rest days or programmed days off and during off-duty periods outside their rostered shifts. Officers will not perform special service duty while on leave of any kind, including leave without pay. This restriction applies to rest days falling within a period of leave as an employee is on leave for the whole of the period in question;

(vi) officers employed either at one or two officer stations or detailed for duties at Queensland Police Citizens Youth Club Welfare Associations are not generally entitled to overtime where such officers are in receipt of the overtime consideration prescribed in the relevant certified agreement. However, in recognition of the particular circumstances of the officers, such officers performing special services outside their ordinary hours will be paid overtime;

(vii) part-time members are permitted to perform special services but only in line with their availability as outlined in their part time agreement; and

(viii) officers who perform special services in a recall to duty situation will be entitled to 3 hours minimum pay at overtime rates. See clause 18.7.

As a result of a decision in the Industrial Court of Queensland (QPUE v QPS - C74 of 2003), the circumstances in which the recall to duty provisions would apply to the performance of special services where an officer is requested to perform a special service whilst:

(i) at work on duty, the recall to duty provisions do not apply;

(ii) not at work on duty, the recall to duty provisions do apply.

In essence, it is the time the officer is requested to perform the special service that dictates if it is a recall to duty or not. If an officer is contacted on a rest day, or a PDO, or outside rostered hours and agrees to perform a special service, the recall to duty provisions would apply. When an officer is on duty and agrees to perform a special service the recall to duty provisions do not apply.

Officers in charge should avoid offering special service duties to officers in circumstances that would constitute a recall to duty. In particular, officers should not be recalled to perform special service duties which are less than 3 hours in duration, unless the client has been made aware of the minimum 3 hour charge.

10.4 Charging for special services

The following information outlines the financial process to be followed when the services provided to an organisation or person (the customer) are deemed to be special services.

**Performing special services for an existing customer**

Before the special service is performed, an OIC should ensure that the existing customer has not been listed as a bad debtor or slow payer with the Service. The bad debtors listing can be viewed by accessing the Business Services Division Reporting web page on the Service Intranet. In addition, the OIC is to access their regional finance website to view the list of special service customers that have been approved credit, if available.

**Performing special services for a new customer**

Special services are not to be provided to a new customer before a QP 0612: ‘Application for credit’ (available from Forms web page of the QPS Internet) is completed by the customer and credit approved by the regional finance officer (RFO). The QP 0612 includes the address and facsimile for all RFO’s.
Customer requesting special services

A QP 0023A: ‘Application for special services’ (available from Forms web page of the QPS Internet) is required to be completed by the customer and given to an OIC before the special service is performed. The QP 0023A includes a schedule of fees and charges in relation to the provision of special services.

Applications are to be lodged with the station where the special service will commence.

For further information relating to the fees and charges concerning special services, see s. 4.1.3: ‘Accounting for Special Services Revenue Practice’ of the Financial Management Practice Manual.

Payment by customer requesting special services

Charges shall be calculated to the nearest quarter hour (rounded up to the nearest five cents or 10 cents, as the case may be) unless in circumstances of a recall to duty where a minimum of three hours shall be charged or otherwise advised by the OIC.

An officer performing special service duty is not to accept payment for special services in cash.

Customers paying cash in advance for a special service are to be issued with a Service receipt and the money banked into the station collections account.

If an amount in advance other than cash is received and no prior arrangement for payment of the special service exists between the customer and the Service, a Queensland Shared Service (QSS) or Service receipt is to be issued as soon as practicable.

Refunds to a customer relating to an overpayment of a special service can be drawn from the Service’s collections account if the payment was deposited into the police station collections account. Alternatively, the necessary documentation can be forwarded to the QSS for the refund to the customer.

If the customer is required to pay an additional amount, the QSS is to be advised when the Create Customer Transaction (whole-of-Government form) is prepared by the OIC.

Where, during the performance of a special service, officers are required to perform their sworn duty (e.g. arrests, attendance at serious traffic accidents), thus preventing the special service from continuing, no charge shall be levied against the customer for such period of the performance of their sworn duty. If advance payment has been made a refund of the costs for the period of time in question should be made.

Recording, processing and monitoring special service charges

At the completion of the special service each officer involved in performing the special service must immediately complete a QP 0023: ‘Statement of Special Services’ accurately recording the time and mileage to be charged to the client.

The completed QP 0023 is to be given to the relevant OIC for processing in accordance with local instructions.

Officer’s in charge, manager’s and supervisor’s responsibilities

At the completion of the special service the OIC is responsible for the collation of details, completion and forwarding of the ‘Create Customer Transaction’ (whole-of-Government form) to the relevant QSS in accordance with the local instructions. Documentation can be attached to this form if the customer requests additional information that cannot be described on the Tax Invoice to the customer. It is the QSS’s responsibility to issue all tax invoices to special service customers.

Instructions for the completion of the ‘Create Customer Transaction’ are provided in QP 0023C: ‘Special services completion guide create customer transaction’.

Officer’s in charge of a region, command or division responsibilities

Assistant commissioners and RFO must exercise their responsibilities in relation to debt management, budget monitoring and performance to ensure that the provision of special services does not adversely affect financial management within that region.

Tax Invoice disputes arising between the Service and the customer must be referred to the RFO.

Special services commencing in one region and terminating in another

The OIC of the commencing station will be responsible for the process associated with special services of this nature. For example, credit management, application for special services, recording and processing of the special service.

Officers performing special services on behalf of another region or command

Where an officer performs a special service on behalf of another region, that officer must advise their region that a special service has been completed on behalf of another region. This is to enable cost recovery to occur.

The officer is also required to complete their regional ‘Cost recovery’ form and forward to their RFO or as detailed in their local instructions.
Cancellation fee

A cancellation fee may apply if the special service is not cancelled within a reasonable time prior to the commencement of the special service. Notification must be given to the OIC from where the special service is due to commence.

If a cancellation fee applies, the customer is to be charged for the equivalent number of hours claimed by the officer on a QP0040A: ‘Claim for overtime, travelling time and penalty payments’. Any mileage incurred will also be passed on to the customer.

10.5 Police performing special services remain employees of the Crown

POLICY

Under s. 5.15: ‘Officer as employee of the Crown’ of the Police Service Administration Act an officer is taken to be an employee of the Crown.

At all times officers are subject to the direction of the Commissioner. Officers never become the employees of the person or organisation paying for special service duties.

When engaged on special service duties, officers are not to do any act or perform any service outside the scope of their duties as police officers.

In accordance with the Police Service Administration Act and the QPS Code of Conduct, an officer engaged on special service duties is regarded as performing ‘duty’ and the provisions of the said Act and Code of Conduct apply.

Officers performing special service duty are required to observe the same standards of dress, appearance and discipline as when they are performing other rostered duty.

Officers are to perform all special service duties in uniform, unless otherwise advised by the officer in charge of the station or establishment responsible for the special service.

Officers in charge of police divisions where special service duties are being performed are responsible for the work performed by officers engaged on duty, whether special service duties or otherwise, within their divisions.

10.6 Officers to report to stations before and after special service duty

POLICY

An officer engaged on special service duty commences duty from the time the officer is rostered to depart their station/establishment and terminates upon the officer’s return to their home station/establishment (see s. 19(e): ‘Special services performed by non-commissioned police officers’ of the Queensland Police Service Employees Award – State 2016).

If a special service duty is to commence in another division or district, enough travelling time should be allotted to allow the officer to travel from their home station/establishment to the location of the special duty or as otherwise directed by the officer in charge of the station/establishment responsible for managing the special.

POLICY

An officer is to be ready to commence a special service duty prior to the rostered commencement time.

10.7 Wide load escorts

Officer in charge of a region, command or division responsibilities

POLICY

Officers in charge of stations or establishments are to maintain a suitable register for recording particulars of wide load escorts performed by all relevant personnel. The number of special services performed should be monitored in relation to wide loads and where undesirable trends appear, e.g., increased sick leave, which may be attributable to the effect of performing wide load escort duty, appropriate action should be taken.

Police escorts of wide load vehicles are to be performed using Service vehicles or motor cycles.

PROCEDURE

Particulars of police vehicles used for wide load escorts are to be entered in the QPB 20: ‘Motor vehicle register’. The notation ‘Wide Load Escort’ is to be entered under the heading ‘Purpose of Trip’.
POLICY

Wide load escorts are to be conducted in accordance with the provisions of s. 12.14: ‘Conduct of excess dimension vehicle escorts’ of the Traffic Manual.

When determining the minimum number of police, pilot or escort vehicles required for excess dimension/mass vehicle escort, the ‘Minimum Guide for Over Dimensional Load Vehicle Escorts’ matrix, located under ‘Manuals’ on the Road Policing Command web page on the QPS Intranet (Bulletin Board) is to be referred to and complied with.

The minimum number of police, pilot and escort vehicles may be increased from those contained in the matrix should the permit issuing officer be of the opinion such an increase is justified. See also s. 12.13: ‘Minimum guide for over dimensional vehicle escorts’ of the Traffic Manual.

10.8 Special services involving the escort of money or valuables

POLICY

Special services involving the escort of money or valuables are to be conducted in accordance with the provisions of s. 10.5: ‘Escort of valuables’ of the Operational Procedures Manual.

10.9 Special services conducted at licensed premises

POLICY

Police may perform special service duty at licensed premises and at functions where permits have been issued under the Liquor Act during licensed drinking hours.

PROCEDURE

Special service duties may include the maintenance of good order and the security of money, etc., but should not extend to the removal of patrons considered undesirable by the licensee or the permit holder, except where officers are rendering assistance to the licensee, or the permit holder, or their employees in this regard, as provided for under the provisions of the Liquor Act.

However, the responsibility always rests with the licensee, or the permit holder, or their staff, to control the behaviour and conduct of patrons at the licensed premises or function.

10.10 Fatigue management

The Service recognises potential risks associated with the management of fatigue and the organisation’s obligations and responsibilities under the Work Health and Safety Act. This policy provides a framework for the management of risks associated with officers undertaking special services and acknowledges the Service’s and officers’ legislative obligations having regard to contemporary industry standards and the provision of effective client service.

10.10.1 Managing fatigue

In making arrangements for special services, staff organising, performing, approving and reviewing special services should be aware of their respective obligations concerning health and safety. Research suggests that fatigue can include loss of concentration, decreased performance and productivity, and increased potential for incidents and injuries. Without sufficient time to rest and recover, prolonged exertion caused by the performance of special services, in addition to an officer’s ordinary shifts, can cause fatigue.

10.10.2 Approval to be sought to perform special services

ORDER

Members seeking to perform a particular special service must first obtain approval from the officer in charge (OIC) or delegate of their station or establishment before applying for a particular special service by informing the OIC or delegate in writing (i.e. email) they have:

(i) at least eight continuous hours free from work in any 24 hour cycle (the cycle starts at the commencement of work following a continuous break of at least eight hours);

(ii) a minimum 24 continuous hours free from all forms of work including but not limited to:

(a) rostered shifts;

(b) overtime;
(c) special duty; or
(d) secondary employment,

in any 14 day period, by detailing all work (as list above) that has been and will be performed; and

(iii) if the special service relates to a wide load escort, the member:

(a) will not be working more than 14 hours in any one continuous period including any combination of:
   - standard duty;
   - RSIP;
   - speed camera;
   - special services; or
   - secondary employment; and

(b) if traveling more than 350 km from their home station, that they will have a rest period of at least 12
   hours from completion of the special service until starting the shift (rostered, secondary employment or
   further special services).

Officers in charge are to ensure records are maintained of all approvals to perform special services in accordance with
Chapter 5: ‘Information Management and Privacy’ of this Manual’.

POLICY

Approval for special services may be delegated as necessary however responsibility remains with the officer in charge. The member must also consider their own obligations with regard to fatigue under ss. 28: ‘Duties of workers’ and 29: ‘Duties of other persons at the workplace’ of the Work Health and Safety Act.

If the applicant to perform a particular special service is an officer in charge of a station, establishment or unit, approval to perform the special service should be obtained from the officer’s immediate supervisor.

Approval notification must be provided to the station/establishment requesting the special services at the time the application to perform the special service is made.

Advice via e-mail of approval is sufficient however it must include all necessary particulars to enable the officer in charge or their delegate to make an informed decision on the suitability of the applicant to perform the particular special services safely. There is a requirement of an approved special service allocated to an officer to be recorded on ITAS (see s. 2.2.16: ‘Special services’ of this Manual).

10.10.3 Factors to be considered before providing approval to perform special services

The Work Health and Safety Act places certain obligations on employers and employees ensuring persons are free from the risk of death, injury and illness created by fatigue (see part 2, divisions 3 and 4).

POLICY

Overtime for special services is to be allocated to members on a voluntary basis and is subject to approval by the officer in charge, or delegate, of the respective member.

The allocation of special services to members who are on a rostered day-off should be considered so as to avoid fatigue issues.

An officer undertaking any form of rehabilitation or sick leave cannot perform special services until a full clearance has been provided.

Approval for the member to attend special services will be subject to compliance with this policy and the Service Award and Enterprise Bargaining provisions.

Officers in charge, or their delegate, who receive requests from officers under their control to undertake special services, should assess the requesting officer’s capacity to perform the special service having regard to the following:

(i) members requesting to undertake or perform special services should have at least 8 continuous hours free from work in any 24 hour cycle. A 24 hour cycle starts at the commencement of work following a continuous break of at least 8 hours;

(ii) members requesting to undertake or perform special services should have a minimum 24 continuous hours free from all forms of work including but not limited to:
   - rostered shifts;
   - overtime;
   - special duty; or
   - secondary employment,
in any 14 day period to reduce fatigue related injury;

(iii) in the event special services overtime relates to ‘wide load escort’ the member shall not be rostered to work more than 14 hours in any one continuous period including any combination of:

(a) standard duty;
(b) RSIP;
(c) speed camera;
(d) special services; or
(e) secondary employment,

unless specifically approved by the officer in charge or their delegate, and then only where justified; and

(iv) in consideration of wide load escort special services where the officer’s home station exceeds 350 kilometres, s. 20(6)(b) of the Queensland Police Service Certified Agreement 2013 applies, there must be a period of not less than 12 hours (unless justifiable), between the time the officer returns to their home station from the escort duty and the time of commencing their next rostered shift or secondary employment or further special services.

10.10.4 Maintenance of overtime/special services register

ORDER
The officer in charge of a station or establishment where the officer performing the special duty is attached is to maintain or cause to be maintained an ‘Overtime/Special Services Register’ within their area of responsibility.

POLICY
The ‘Overtime/Special Services Register’ may be web-based (password protected) to standardise compliance reporting or hard copy depending upon regional requirements.

As a minimum standard the register should contain the following information:

(i) name, rank and station/establishment of the member seeking to perform overtime/special services;
(ii) name, rank and station/establishment of the officer in charge or delegate who authorised the member to perform the overtime/special services including the date and time approval granted;
(iii) the dates and times that the overtime/special services commenced, were completed or were cancelled;
(iv) the actual hours performed including details of rostered shifts, secondary employment or overtime incurred immediately prior to or programmed immediately following the conclusion of special services;
(v) in the instance special services are unable to be performed or not approved, reasons leading to the inability of the member to attend or reasons for the refusal or rejection must be entered in the register; and
(vi) the particulars of planned overtime (e.g. special duties) must be entered into the register by the officer authorising the overtime prior to the overtime being incurred, i.e. at the time of authorising the overtime.

10.10.5 Officers in charge

ORDER
The officer in charge of the requesting station/establishment is to ensure the accuracy of information entered in the ‘Overtime/Special Services Register’ and implement appropriate risk management strategies to ensure strict compliance with the contents of this policy.

10.10.6 District officers

POLICY
District officers are to ensure that an inspection of the ‘Overtime/Special Services Register’ is included as part of their district risk management audit.

10.11 Providing policing services to major (non-Government) events

POLICY
This section relates to the charging of special services for non-Government events only and does not ‘override’ arrangements for events that are subject to specific legislation, or to events initiated and/or managed by the State Government.
The provisions of this section are to be considered with respect to cost recovery for the provision of police performing special services at new, emerging and existing non-government events that require a significant commitment of resources to ensure that:

(i) the event is adequately policed;
(ii) ‘normal’ core policing functions are maintained; and
(iii) an appropriate regime is established to ensure an adequate contribution is provided (by event organisers) towards the cost of providing police on special duty.

The consideration of cost recovery for police performing special services should be subject to an operational appreciation of the proposed event in each instance and may be subject to negotiation with organisers. This section provides a guideline to support district officers in determining a suitable ratio for provision of police officers on special services and police officers on rostered duty.

10.11.1 Factors for consideration

POLICY

The following factors require particular consideration when conducting an operational appreciation as to whether to provide police at an event as part of normal policing operations or to request event organisers to pay for police on special duty.

Events involving charity or non-profit organisations

It may be appropriate for the Service to provide police rostered on normal duty for an event of this nature, rather than on special services. However, if a professional management organisation is employed to run the event, with profits being shared between the management team and the charity, then consideration should be given to police performing duty at the event on special services. If a sponsor is supporting the event and there is no indication of benefits to the community it may be appropriate to charge for the provision of police on special services.

Development and growth of the event

An event may have grown over time, with the provision of policing services continuing to remain free of charge through the provision of police on rostered duty. Careful management of expectations and consultation is advised when moving to a charging regime. Early advice of the decision to impose charges for the provision of police officers should be provided and introduced incrementally through negotiation to manage the expectations of event organisers and community stakeholders.

Provision of benefits to the community, region or State

If an event organiser advises that an event provides benefits to the community, region or State, the organiser must clearly demonstrate the significance of those benefits, to assist in determining the appropriate regime for provision of policing services at the event. Benefits for consideration include:

(i) promotion of the locality, region or State to wider audiences interstate or overseas as an attractive location for recreation, tourism, cultural activities, or business;
(ii) community benefit from the event. This includes where event proceeds are directed to helping the community, in particular disadvantaged members or groups in the community. However, care should be taken in assessing the primary purpose of the event and the level of benefits it delivers to the community. This should be clearly documented and confirmed to service providers by the organisers prior to the event;
(iii) economic benefits to the local community or the wider region or State including increased returns for local businesses and increased employment opportunities; and
(iv) agency benefit from supporting an event, including direct benefits to an agency delivering services. This could include the provision of an opportunity for training or testing of procedures by the Service.

Context in which the event occurs

Apart from the balance between service demands and the level of public benefit of an event, contextual factors may influence the decision to charge or not to charge, including local support or historical significance.

10.11.2 Negotiating the charging of special services

POLICY

Prior to commencing formal negotiations with the organisers of non-government events for the charging of special services for police to attend the event, the district officer for the area where the event is to be held is to ensure that an operational appreciation is conducted. The operational appreciation should contain intelligence as to the nature of the event, the background and role of key persons involved in organising the event, any known beneficiaries of the event, and details of where any profits will be distributed.
In all instances, the district officer should be satisfied that the event is being organised for ‘bona fide’ purposes and that persons, organisations or clubs involved or affiliated with the event, or deriving any benefits from the event, are of reputable character and not adversely known to police or the community.

It may be appropriate in some circumstances that police will be rostered to attend the event as part of their normal duty. Where any doubt exists, the relevant district officer is to discuss the issue with their assistant commissioner.

All negotiations with non-government event organisers for new events should commence on the basis that they will be responsible for the total cost of policing services (100% cost recovery) with all police rostered on special services. At a minimum, a ratio of one officer on rostered duty with two officers performing special services (66% ratio) may be considered, allowing a degree of flexibility with organisers. The provision of any accommodation, meals or associated ancillary costs to provide for the attendance of police officers should be considered as part of the negotiation process.

With respect to the charging of special services for established or emerging events, the provisions of s. 10.11.1: ‘Factors for consideration’ of this chapter should be considered in order to determine an appropriate charging regime, if any, for these events. If it is determined that it is appropriate to charge for the provision of police on special services duty at an established event, an appropriate ratio for the provision of police officers on special duty should be negotiated with the event organiser. Any changes to this ratio should be introduced incrementally.

Where an unanticipated issue arises at an event, that is not reasonably foreseeable through the operational appreciation / risk identification process, and additional police are called in to assist, it is not reasonable to charge for those services.

10.11.3 Consultation with Events Coordination, Department of Premier and Cabinet

POLICY

The provision of policing services and introduction of a charging regime to a significant event is to be carefully managed in consideration of potential sensitivity. Liaison and consultation may be undertaken with Events Coordination, Department of Premier and Cabinet. Any such requests for advice and guidance are to be made by the relevant district officer through their respective assistant commissioner. The respective assistant commissioner (or delegate) is responsible, for the facilitation of discussions with Events Coordination to ensure that the operational requirements of the Service are considered together with other issues of significance.

10.11.4 Planning for policing of events

POLICY

In all instances police numbers provided to perform duty at an event are dependent on an operational appreciation. Part of the operational appreciation for that event should include consideration of the net public benefit and the level of demand on services to be imposed.

An assessment of the risks associated with an event should include:

(i) size and duration of the event and the number of expected attendees;
(ii) general demographic profile of those attending;
(iii) historic perspective of the event and the past experiences of local service providers; and
(iv) alcohol management strategies.

It should be noted that a small event is not necessarily risk free, and a large event is not always a high risk proposition.

Given the risks identified in the appreciation process to support policing operations at large sporting activities the ratio of 1 police officer per 1000 patrons should be considered as a minimum number. However the actual number of police required at an event will be identified during development of the appreciation for the event using known information and intelligence holdings and this ratio may alter substantially. For example a planning appreciation for a football match may require the application of a 1:1000 ratio while a cricket match at the same venue may require the application of a 1:500 ratio to adequately police the event. Section 10.12: ‘Special Services Guide’ of this chapter is to assist police officers tasked with planning the police response to a major event in determining a suitable ratio of police officers through the operational appreciation process.

ORDER

The maintenance of the operational capacity of the district where the event is located must be a primary consideration in determining the provision of police officers for the event.

POLICY

The concentration of large numbers of people has a significant impact on community resources and requires active cooperation and involvement of all affected agencies. Additionally, the sponsor or organiser, local and State Government agencies and community groups should be involved in the planning of major events, particularly where inadequate infrastructure exists to directly support the event.
ORDER

Police tasked with planning for an event should liaise with local authorities and other State Government departments and request that permits issued in relation to the conduct of the event by those agencies include a condition clause similar to:

‘Police numbers deployed to support / manage the event are at the direction of the district officer in charge of the police district. Numbers of police officers deployed will take account of the crowd size and demographics.’

10.11.5 Responsibilities of event organisers

POLICY

The event organiser is responsible for the delivery of an appropriate level of services at an event, including the hiring of appropriately skilled staff to ensure the safety of the community attending the event. The provision of police resources should not be seen as a ‘no cost’ or ‘low cost’ option to fulfil this obligation.

The event organiser is to be advised of the responsibility to work closely with local and State Government agencies to ensure the safe arrival and departure of patrons from the event, not just responsibility for the management or control of activities during the event itself. In this regard government agencies, including police, will assess the risks associated with an event and provide advice to organisers as to a sufficient number of staff and resources for the event.

All operators should be requested to provide a document adequately describing what actions have been taken by them to address specific issues (at a minimum) involving:

(i) public safety;
(ii) liquor;
(iii) parking and traffic management;
(iv) communication and signage;
(v) crowd control and evacuation planning; and
(vi) media planning related to parking and traffic control.

10.11.6 Additional responsibilities for events involving the sale of liquor

POLICY

The organisers of any event which involves the sale of liquor will be required to employ sufficient numbers of police on special services, together with private security providers, in order to manage crowd related liquor management issues.

Private security providers should be employed by the event organiser to control the entry and exit of patrons, including bag searches if appropriate, seating management, concessions and liquor outlet security to allow police to concentrate on their role of ensuring public safety.

PROCEDURE

The responsible police officer involved in planning for the policing response to any event involving the sale or distribution of liquor is to liaise closely with the Office of Liquor and Gaming Regulation to ensure appropriate conditions are included on the liquor licence to assist with policing the event.

10.12 Special services guide

10.12.1 Police engaged on special services for events

The increasing number of special events that are being conducted throughout Queensland in recent years has created the need for a more consistent approach to the number of police rostered on duty and the number of police used on special services.

Various formulas have been used previously to calculate the special duty requirements for the number of police needed to provide an adequate safety response. Police provided to events must always take account of the requirement for core business not to be adversely affected.

Commercially conducted events have an obligation to provide a safe environment for its patrons which places a responsibility to have adequate levels of police involved in managing the event. However, police resources cannot be provided at minimal cost to the event organiser when there will be impact on the community. The provision of policing resources to events must be balanced with the need to provide an adequate response to core business which should not be adversely affected.

Commercially conducted activities should cost police special services into their event admission cost.
The following ratios have been developed from a range of events, and the precise number of police officers to perform this duty will be based on consideration of the following issues:

(i) the number of expected patrons at an event;
(ii) whether the event is liquor licensed;
(iii) whether road closures are required;
(iv) the age and demographics of patrons;
(v) the type of entertainment being provided;
(vi) isolation of the venue from further police assistance;
(vii) the emergency service impact e.g. limited access to the site could require police escorts into venue;
(viii) there should never be one police officer - there should always be a minimum of two police officers (e.g. the ratio may be 1:500 but there must be a minimum of two officers).

These ratios are a guide for initially determining adequate policing numbers for events, with the final determination being made with the approval of the district officer.

10.12.2 Guide to police numbers
(based on an operational appreciation of proposed event)

<table>
<thead>
<tr>
<th>Type of Event</th>
<th>Number of patrons</th>
<th>Patron/Police ratio</th>
<th>Rostered</th>
<th>Special Duty</th>
<th>Police patrol tasking only*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boxing (No alcohol)</td>
<td>Over 250</td>
<td>1:500 with min 2 officers</td>
<td>0 (unless determined otherwise)</td>
<td>0 (unless determined otherwise)</td>
<td>Yes</td>
</tr>
<tr>
<td>Boxing (With alcohol)</td>
<td>Over 250</td>
<td>1:250 with min 2 officers</td>
<td>As determined by district officer</td>
<td>2 minimum</td>
<td>N/A</td>
</tr>
<tr>
<td>Charity event (No alcohol)</td>
<td>Over 1,000</td>
<td>1:750 with min 2 officers</td>
<td>0 (unless determined otherwise)</td>
<td>0 (unless determined otherwise)</td>
<td>N/A</td>
</tr>
<tr>
<td>Charity event (with alcohol)</td>
<td>Over 250</td>
<td>1:750 with min 2 officers</td>
<td>As determined by district officer</td>
<td>80/20 model 2 minimum</td>
<td>N/A</td>
</tr>
<tr>
<td>Cricket (No alcohol)</td>
<td>Over 1,000</td>
<td>1:750 with min 2 officers</td>
<td>0 (unless determined otherwise)</td>
<td>0 (unless determined otherwise)</td>
<td>Yes</td>
</tr>
<tr>
<td>Cricket (With alcohol)</td>
<td>Over 250</td>
<td>1:500 with min 2 officers</td>
<td>20% rostered 80% Special duty</td>
<td>80/20 model 2 minimum</td>
<td>N/A</td>
</tr>
<tr>
<td>Cultural event (no alcohol)</td>
<td>Over 1,000</td>
<td>1:750 with min 2 officers</td>
<td>2 minimum</td>
<td>0 (unless determined otherwise)</td>
<td>N/A</td>
</tr>
<tr>
<td>Cultural event (with alcohol)</td>
<td>Over 250</td>
<td>1:750 with min 2 officers</td>
<td>0 (unless determined otherwise)</td>
<td>2 minimum</td>
<td>N/A</td>
</tr>
<tr>
<td>Football (no alcohol)</td>
<td>Over 1,000</td>
<td>1:750 with min 2 officers</td>
<td>0 (unless determined otherwise)</td>
<td>0 (unless determined otherwise)</td>
<td>Yes</td>
</tr>
<tr>
<td>Football (with alcohol)</td>
<td>Over 250</td>
<td>1:750 with min 2 officers</td>
<td>20% rostered 80% special duty</td>
<td>80/20 model 2 minimum</td>
<td>N/A</td>
</tr>
<tr>
<td>Government organised event</td>
<td>Over 1,000</td>
<td>1:750 or less</td>
<td>As determined by district officer</td>
<td>As determined by district officer</td>
<td>N/A</td>
</tr>
<tr>
<td>Marathon/duathlon/triathlon</td>
<td>Over 250</td>
<td># Traffic - min of 2 m/cycles &amp; static officers on traffic points plus command &amp; communications staff</td>
<td>0 (unless determined otherwise)</td>
<td>As determined by district officer</td>
<td>N/A</td>
</tr>
<tr>
<td>Music festival</td>
<td>Over 1,000</td>
<td>1:750 with min 2 police</td>
<td>0 (unless determined otherwise)</td>
<td>As determined by district officer</td>
<td>Yes</td>
</tr>
<tr>
<td>Music festival (with alcohol)</td>
<td>Over 1,000</td>
<td>1:625 (Min) with min 2 police</td>
<td>As determined by district officer</td>
<td>100% cost recovery</td>
<td>N/A</td>
</tr>
<tr>
<td>Event classification</td>
<td>Rostered police officer/s</td>
<td>Special service police officer/s required</td>
<td>Percentile QPS cost recovery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------------</td>
<td>---------------------------</td>
<td>------------------------------------------</td>
<td>----------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organised by a Government agency e.g. Gold Coast 600</td>
<td>Total requirement 1:0</td>
<td>1:0</td>
<td>As determined or negotiated by the region/command.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organised by a registered charity. (core service delivery should not be affected to benefit charity)</td>
<td>As determined by district officer - dependent on resource capability.</td>
<td>Ratio should be based on 50:50 model. 50% special services 50% rostered</td>
<td>Ratio subject to negotiation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Corporate sponsored event.</td>
<td>Nil rostered 0:1</td>
<td>0:1</td>
<td>100% cost recovery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Corporate sponsored event with significant community support/interest/benefit. (core service delivery should not be affected in providing police resources)</td>
<td>As determined by district officer - dependent on resource capacity.</td>
<td>Ratio should be based on 80:20 model. 80% special services 20% rostered</td>
<td>Ratio subject to negotiation commencing at 100% cost recovery as a starting point.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Corporate sponsored event with significant community support/interest/benefit. (with alcohol sales)</td>
<td>As determined by district officer - dependent on resource capacity.</td>
<td>Ratio should be based on 80:20 model. 80% special services 20% rostered</td>
<td>Ratio subject to negotiation commencing at 100% cost recovery as a starting point.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cultural event. (e.g. Australia Day / Greek Festival)</td>
<td>As determined by district officer - dependent on resource capacity.</td>
<td>Ratio should be based on 1:0 model unless alcohol is a factor then 1:1</td>
<td>Nil unless involves alcohol sales.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Music festival. (most music festivals are commercially conducted activities)</td>
<td>As determined by district officer - dependent on resource capacity</td>
<td>0:1</td>
<td>Ratio subject to negotiation commencing at 100% cost recovery as a starting point.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Privately managed event (commercial activity)</td>
<td>Nil rostered</td>
<td>0:1</td>
<td>100% cost recovery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Privately managed event with significant community support / interest. (considered to be a commercial activity)</td>
<td>As determined by district officer - dependent on resource capacity</td>
<td>Ratio should be based on 80:20 model. 80% special services 20% rostered</td>
<td>Ratio subject to negotiation commencing at 100% cost recovery as a starting point.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sporting event. (dependent on free event and with alcohol sales)</td>
<td>As determined by district officer</td>
<td>New events ratio - 0:1</td>
<td>All new events should be 100% cost recovery.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

All events are subject to varying demographics and locations.

(*) All patrol taskings should be noted for all events - this comment only required specifically if no police attached to event on special service duty.

This does not mean that events under 1000 patrons require no police presence. There are events e.g. a skateboarding event which may have 2 police officers on special services for a crowd of 700 persons.

If alcohol is at an event then police need to be at the venue up to 1 hour after the liquor outlets have closed / ceased trading because of the time allowed to finish last drinks and for the safety of patrons leaving the venue.

(#) For marathon style events motor cycles should be included for the entire event.

10.12.3 Guide to cost recovery

Rostered / special service officer ratios

- Organised by a Government agency e.g. Gold Coast 600: Total requirement 1:0
- Organised by a registered charity. (core service delivery should not be affected to benefit charity): As determined by district officer - dependent on resource capability.
- Corporate sponsored event: Nil rostered 0:1
- Corporate sponsored event with significant community support/interest/benefit. (core service delivery should not be affected in providing police resources): As determined by district officer - dependent on resource capacity.
- Cultural event. (e.g. Australia Day / Greek Festival): As determined by district officer - dependent on resource capacity.
- Music festival. (most music festivals are commercially conducted activities): As determined by district officer - dependent on resource capacity.
- Privately managed event (commercial activity): Nil rostered
- Privately managed event with significant community support / interest. (considered to be a commercial activity): As determined by district officer - dependent on resource capacity.
- Sporting event. (dependent on free event and with alcohol sales): As determined by district officer.
Current events ratio should be based on 80:20 model. 80% special services 20% rostered (where alcohol is a factor).

Current events subject to negotiation commencing at 100% cost recovery as a starting point.

Ratio of rostered police to special duty police e.g. all rostered to no special duty = 1:0.

Ratio of rostered police to special duty police e.g. nil rostered to all special duty = 0:1.