

Tallebudgera Outdoor and Environmental Education Centre

Curriculum Activity Risk Assessment

Activity Details

CARA Creation Date: 11-Mar-2026			
Activity:	Surfing - Body, board and ski		
Activity Scope:	<p>Guideline review date: 24 September 2025</p> <p>This guideline demonstrates the minimum safety standard for student participation in body surfing or surfing with body boards, surfboards or surf skis as an activity to support curriculum delivery.</p> <p>The Department of Education is committed to ensuring that curriculum activities are planned for and managed in accordance with the Work Health and Safety Act 2011 (Qld), to ensure, as far as is reasonably practicable, the safety of students, staff and others.</p> <p>Activities that pose an unacceptable risk to students are not recommended as part of a surfing education program. These activities include, but are not limited to, unstructured free-swim and surf activities.</p> <p>Depending on the scope of this activity, other risk assessments may be required when planning. Curriculum activities encompassing more than one CARA guideline (e.g. marine organism activities and surfing) must comply with the requirements of all CARA guidelines appropriate to the activity.</p> <p>For activities conducted at a non-Department of Education venue, and/or when engaging external expertise, request written risk assessment advice and attach it to this CARA record.</p> <p>For activities conducted off-site, schools must comply with the school excursions procedure.</p> <p>For activities conducted as part of representative school sport programs, schools should consult with Queensland School Sport.</p>		
Guidelines:	https://education.qld.gov.au/curriculum/stages-of-schooling/CARA/activity-guidelines		
Activity Description:	This CARA relates to student participation in Bodyboarding and Surf Awareness sessions conducted on the patrolled section of Tallebudgera Beach directly in front of Tallebudgera Surf Club, under the supervision of trained staff.		
Inherent Risk Level:	High		
Inherent Risk Level Description:	Surfing activities involving wave riding with or without boards and/or surf skis.		
Start Date:	Tuesday, 03 February, 2026	End Date:	Friday, 26 February, 2027
On School Grounds:	No	Is parental permission required for this activity?	Yes

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Activity Requirements	
<ul style="list-style-type: none"> If any requirement cannot be met, the activity must not occur. A registered teacher must be appointed to maintain overall responsibility for the activity. Teachers, in collaboration with other adult supervisors of the planned activity, determine additional risks, hazards and control measures relevant to the activity and the specific school/group circumstances in order to lift the safety standard above the minimum identified in the CARA guideline. Consult review comments from previous CARA records to improve safety standards based on the advice from the previous supervisors of the activity at the school. Prior consultation and collaboration with local expertise is required with local authority (e.g. Surf Life Saving Queensland, Surfing Queensland, marine park managers) for local advice, emergency support mechanisms and additional supervision requirements to ensure participant and public safety. Competition rules and procedures with additional or more stringent safety requirements must take precedence. 	<input checked="" type="checkbox"/>
<p>Students</p> <ul style="list-style-type: none"> Schools must consider age, maturity and skill level of students when planning curriculum activities. Ensure participants' current level of confidence and skills in the water have been tested. Consult the sequence of competency found in the water safety and swimming education program for guidance at each year/band level. Adjustments are required for students with disability to support access and participation in the curriculum. Consult with the parents/carers of students with disability, or when appropriate the student, to ensure risks related to their child's participation in the activity are identified and managed. Schools must consult current student medical information and/or health plans in accordance with the managing students' health support needs at school procedure. Record information about any student condition (e.g. physical or medical, such as epilepsy) that may inhibit safe engagement in the activity and include specific support measures within emergency procedures. For activities with students with a medical condition or disability that may impact on safety during the activity, consultation with parents is required prior to allocating supervision to determine the impact of students' medical condition or disability on safety during the activity. For participants with known allergies, schools must comply with the supporting students with asthma and/or at risk of anaphylaxis at school procedure and the school's anaphylaxis risk management plan, including an adult supervisor of the activity with anaphylaxis training. 	<input checked="" type="checkbox"/>
<p>Emergency and first-aid</p> <ul style="list-style-type: none"> Emergency plans and injury management procedures must be established for foreseeable incidents (e.g. separation from group, shark sighting raising alarm, rescue process, provision of CPR and first aid) and incorporate the advice from local authorities. (e.g. location of AED, position and location of lifeguard). Adult supervisors must have: <ul style="list-style-type: none"> emergency contact details of all participants a medical alert list and a process for administering student medication communication equipment in a waterproof container suitable to conditions (e.g. mobile, air horn) and a process for obtaining external assistance and/or receiving emergency advice. Safety procedures must be determined for the location (e.g. buddy system, signal for assistance), and incorporate advice from local authorities and SLSA's Beachsafe as appropriate. Ready access is required to buoyant and rescue aids appropriate to the location e.g. a rescue tube/board. Access is required to first aid equipment and consumables suitable for foreseeable incidents. 	<input checked="" type="checkbox"/>

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<p><u>Induction and instruction</u></p> <ul style="list-style-type: none"> • Induction is required for all adult supervisors on emergency procedures (e.g. hand up for assistance, raising alarm, rescue process), and safety procedures (e.g. active and direct supervision for each supervisory role, and correct techniques (e.g. surfing etiquette). • Induction is to be informed by advice provided in consultation with the local authority (e.g. lifeguard service, marine park managers). • Instruction is required for students on safety procedures (e.g. water safety and self-rescue skills, clearing the water, assembling in a safe area and providing assistance) and correct techniques (e.g. surfing etiquette), to ensure preliminary water safety knowledge and learning prior to entering the water. Rule-reminders are to be provided throughout the activity. 	<input checked="" type="checkbox"/>
<p><u>Consent</u></p> <p>Parent consent is required for all activities conducted off-site and all extreme risk level activities conducted onsite. It is strongly recommended that parent consent is obtained for high risk level activities conducted on-site.</p>	<input checked="" type="checkbox"/>
<p>Activities are facilitated in alignment with TOEEC Standard Operating Procedures for Bodyboarding and Surf Awareness which guide our annual practical inductions and operations.</p> <p>TTOEEC also maintains Standard Operating Procedures for Severe Weather, Natural Environment, Public Spaces, Vehicle Transfer, Boats & Trailers, Medical and Behaviour management, along with a comprehensive Emergency Response Plan encompassing all TOEEC operations.</p>	

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Risk Management Details

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Supervision



Principals, in consultation with the qualified adults, make final supervision decisions for the activity that considers the local context.

Appropriate adult supervision must be provided to manage the activity safely i.e. prevent an incident from occurring and manage an incident if one were to occur, including managing emergency situations. At no time should students be relied upon to recover a person in difficulty. The principal must give active consideration to the minimum standards set in the CARA guideline for the activity, the CARA planner and the risk assessment when determining the appropriate level of supervision.

See Number of adult supervisors (below).

Prepare a supervision plan to prevent drowning that considers the advice provided in this CARA guideline. Consider [SLSA's Beachsafe](#) for support when supervision planning.

Where a lifeguard service is available, schools are to collaborate with the lifeguard on the contents of the CARA record prior to the activity for advice and to address any queries they may have. Note: The presence of a lifeguard service does not absolve the school of any supervision requirements unless secured for the sole purpose of the activity.

Participants must adhere to all rules and advice communicated by the local lifeguard service, facility operator/owner and any safety signage at the facility/location.

Before the activity, all adult supervisors:

- must be familiar with the contents of the CARA record, including the Emergency and Supervision Plans.

During the activity, all adult supervisors:

- must provide active and direct supervision – be constantly vigilant, attentive and rescue ready
- must comply with control measures from the CARA record and adapt as hazards arise
- must not rely on students to recover a person in difficulty at any time
- must continually monitor emerging surfing conditions (e.g. rips, sweeps, currents, undertows).

The activity must be suspended if the conditions become unfavourable (e.g. hazardous surf or water conditions, thunderstorms, lifeguard warning).

Number of adult supervisors

Principals, in consultation with the qualified adults of the activity, determine the final number of supervisors to fulfil instructional, emergency and supervision roles for the local context that consider [SLSA's Beachsafe](#), the nature of the activity, students' ages, abilities and specialised learning, access and/or health needs. In some instances, the final supervision ratio may be 1:1.

To support decisions about the number of qualified adults required for the activity, confirmation of student water safety and swimming ability is required prior to participation. [See FAQ's for further support](#). The process is determined by the school and must consider the specific aquatic environments in which the activity will take place. Consult the sequence of competency [water safety and swimming education program](#) for support in determining age-appropriate suitability and consider student self-rescue skills in the specific aquatic environment.

Beginner surfers require a ratio of 1 accredited coach to 6 participants.

For activities with a class group of students in years 7–12 who are determined to be water-safe in the activity location (e.g. [surf survival certificate](#)), one registered teacher may be sufficient to fulfil recovery, emergency and supervision roles for activities. In this situation, students must be inducted to respond correctly in an emergency by clearing the water, assembling in a safe area and providing assistance (e.g. seeking adult help, summoning an ambulance and/or acting in a support role in resuscitation).

Supervision is managed in alignment with TOEEC Standard Operating Procedures for Bodyboarding and Surf Awareness.

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Supervisor Qualifications	
Qualifications support the minimum safety standard for this activity. Principals make final decisions* in determining supervisor capability (competence, relevance and currency) and whether the activity leader meets an appropriate teaching standard. * See FAQ's for further support.	<input checked="" type="checkbox"/>
All adult supervisors must comply with the working with children authority—blue cards procedure .	<input checked="" type="checkbox"/>
An adult supervisor, working under the direct supervision of a registered teacher, with Development Coach accreditation from Surfing Queensland or Surf Life Saving .	<input type="checkbox"/>
<p>Qualified adults for the activity</p> <p>Recovery/emergency – CPR, First aid, Rescue</p> <p>Adults at the venue, including registered teachers, engaged for recovery/emergency are to have current knowledge, judgement, technique and physical ability to carry out safe water rescues and enact emergency procedures in an open water environment. Recovery/emergency ability includes a current qualification or skillset (e.g. Inland Open Water Lifeguard, Certificate III in Sport, Aquatics and Recreation) with the following units of competency or similar:</p> <p>HLTAID009 Provide cardiopulmonary resuscitation (CPR) or equivalent; and</p> <p>HLTAID011 Provide first aid or SISSS00118—sports Trainer Level 1 or equivalent</p> <p>SISCAQU019 Supervise clients in aquatic locations</p> <p>SISCAQU021 Perform complex water rescues</p> <p>SISCAQU022 Provide oxygen resuscitation and therapy in an aquatic environment</p> <p>SISCAQU029 Perform open water rescues.</p>	<input checked="" type="checkbox"/>
An adult with concussion management knowledge or training is required. Consult Concussion in sport resources .	<input type="checkbox"/>
<p>Surfing education lessons - Surfing coach qualification</p> <p>At least one adult supervisor is:</p>	
a registered teacher with foundation surfing coach accreditation from Surfing Queensland or Surf Life Saving Queensland ;	<input type="checkbox"/>
or	
an adult supervisor, working under the direct supervision of a registered teacher, with progression surfing coach accreditation from Surfing Queensland or Surf Life Saving Queensland .	<input type="checkbox"/>
*See FAQ's for further support.	
TOEEC staff are appropriately qualified to lead and facilitate Bodyboarding and Surf Awareness.	

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Facilities and Equipment	
A working emergency signal (e.g. whistle, air horn) must be available.	<input checked="" type="checkbox"/>
A process for checking for damage for all equipment used in the activity must be established and employed.	<input checked="" type="checkbox"/>
Facilities and Equipment are maintained as per TOEEC Standard Operating Procedure for Bodyboarding and Surf Awareness.	

Hazards and Control Measures	
Further to those listed, include any additional hazards and control measures considering the local context of the activity.	
Environmental hazards	
<p>Biological hazards - Body fluids (e.g. blood, saliva, sweat)</p> <p>Manage open wounds before, during and after the activity. Consult infection control guidelines and Queensland Health's exclusion periods for infectious conditions poster for first aid and hygienic practices.</p>	<input checked="" type="checkbox"/>
<p>Dangerous marine life e.g. crocodiles, sharks, stonefish, marine stingers, stonefish, sea snakes, blue-ringed octopus, cone shells, cyanobacteria, coral (scrapes)</p> <ul style="list-style-type: none"> • Check with the local authority (e.g. local government) for the presence of known water contaminants (e.g. blue-green algae) or other marine hazards (e.g. stonefish) at the location. • Look for and obey warnings and/or safety signs • Follow Queensland Government dangerous marine life and Surf Life Saving Queensland marine stinger safety advice. • Marine organisms are not to be handled and contact is to be avoided. • Continually assess threat of dangerous marine life. Immediately move the participants to a safe location if dangerous marine life is detected or suspected. 	<input checked="" type="checkbox"/>
<p>Debris</p> <ul style="list-style-type: none"> • Assess the location for floating debris before each session. 	<input checked="" type="checkbox"/>
<p>Environmental conditions - weather, sun, cold</p> <ul style="list-style-type: none"> • Assess weather conditions prior to undertaking the activity, inspecting the intended location in order to identify variable risks, hazards and potential dangers. • Follow the school's sun safety policy, including appropriate swimwear (e.g. swim shirts), sun protection (e.g. sunscreen) and shade facilities when outside. • Follow the managing excessive heat in schools guidelines when participating in very hot or extreme heat conditions. 	<input type="checkbox"/>

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<p>Water temperature</p> <p>Manage cooler water temperatures with additional control measures e.g. shorter in-water time, wetsuits etc. Note: sudden temperature changes may trigger seizures.</p>	<input checked="" type="checkbox"/>
<p>Facilities and equipment hazards</p>	
<p>Activity location</p> <ul style="list-style-type: none"> • Location must be suitable for the activity being undertaken to ensure safe participation and that safety rules and procedures can be followed. Undertake a reconnaissance of new or infrequently used venues to ascertain suitability. • Assess suitability of surrounds and reach of water when selecting a location. Consider local water conditions and foreseeable hazards such as; <ul style="list-style-type: none"> ◦ tidal flow, currents and turbulence ◦ use by other watercraft and traffic patterns ◦ water temperature, depth and visibility ◦ underwater hazards (e.g. rocks and rapids, turbulence from a waterfall). • Continuously monitor conditions for emerging rips, strong currents, turbulence and under tows. Cease activities. when environmental warnings have been issued (e.g. local government or lifeguard warning). • A clearly defined surfing area of an appropriate depth considering student age and ability. Consult the water safety and swimming education program for guidance at each year/band level. 	<input checked="" type="checkbox"/>
<p>Damaged or faulty equipment</p> <ul style="list-style-type: none"> • Check equipment (e.g. boards, leg ropes) for damage and correct fit before and during the activity. • Provide initial instruction in calm water. 	<input checked="" type="checkbox"/>
<p>Entry/exit points</p> <ul style="list-style-type: none"> • Use the designated board riding areas when conducting the activity on patrolled beaches. • Establish appropriate entry and exit points at the water's edge. 	<input checked="" type="checkbox"/>
<p>Falling equipment</p> <ul style="list-style-type: none"> • Tie down and store boards correctly to prevent injury (e.g. when loading/unloading). 	<input type="checkbox"/>
<p>Manual handling -lifting and carrying equipment</p> <ul style="list-style-type: none"> • Use correct manual handling processes when lifting, lowering, pushing, pulling or carrying (e.g. when loading/unloading boards). 	<input checked="" type="checkbox"/>
<p>Vehicles</p> <ul style="list-style-type: none"> • Watch for vehicles when loading boards. 	<input type="checkbox"/>
<p>Student considerations</p>	
<p>Injury</p> <p>Students aware of the location of emergency and first-aid equipment.</p>	<input checked="" type="checkbox"/>

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<p>Physical contact</p> <ul style="list-style-type: none"> • Use soft boards and leg ropes for beginners and use nose-cones on boards. • Match equipment to the size, ability and strength of students (e.g. consider use of short and long boards appropriate to experience of surfer and the location). 	<input checked="" type="checkbox"/>
<p>Physical exertion - Exhaustion, heat/cold stress</p> <ul style="list-style-type: none"> • Conduct warm-up/cool-down activities. • Continually monitor students for fatigue and exhaustion. • Ensure drink breaks occur regularly. 	<input checked="" type="checkbox"/>
<p>Student issues - Student numbers, special needs, high risk behaviours, medical conditions, separation from the group</p> <ul style="list-style-type: none"> • Implement procedures (e.g. surfer's out/in logbook) to account for all participants before, during and after the activity. • Limit the number of students in the water when close supervision is required and/or when the water is tending to become overcrowded. • Keep non-participants away from the water and do not cause a distraction. • Each student must provide their own towel. 	<input checked="" type="checkbox"/>
<p>Swimming attire - Visibility, fabrics</p> <ul style="list-style-type: none"> • All supervisors are to be readily identifiable and be appropriately dressed to perform an immediate rescue at all times. • Students wear fit-for-purpose surfing attire that is highly visible in water and does not cause a hazard i.e. not too loose or heavy. • Each student must provide their own towel. • Remove accessories (e.g. jewellery, lanyards) before participating. 	<input checked="" type="checkbox"/>
<p>Visibility</p> <ul style="list-style-type: none"> • Have students wear easily identifiable clothing (e.g. high visibility rash vest). • Ensure staff can easily recognise those students with health support needs (in and out of the water) and are familiar with their needs. 	<input checked="" type="checkbox"/>
<p>Additional links</p> <ul style="list-style-type: none"> • Surf Life Saving Queensland • SharkSmart • Surfing Australia • Australian Strength and Conditioning Association • Sports Medicine Australia fact sheets 	
<p>Hazards and Control Measures are incorporated in TOEEC Standard Operating Procedures for Bodyboarding and Surf Awareness.</p>	

Attachments

[Body Boarding SOP 2026.docx](#)

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Staff/Other Participants			
Family Name	Given Name	Type	Other Participants Role
Binns	Christopher	Staff Member	N/A
Boswell	Andrew	Staff Member	N/A
Cody	Keith	Staff Member	N/A
Daddo	Bianca	Staff Member	N/A
Duncan	Jimmy	Staff Member	N/A
Gillard	Daniel	Staff Member	N/A
Henderson	Rohan	Staff Member	N/A
McGregor	Troy	Staff Member	N/A
Mills	Dale	Staff Member	N/A
Petersen	Samantha	Staff Member	N/A
Raines	Kate	Staff Member	N/A
Richards	Nicola	Staff Member	N/A
Roberts	Bryce	Staff Member	N/A
Stephenson	Jesse	Staff Member	N/A

Approval Details

Approval Status: Approved			
Approval Officer Name:	Brennan, Kalindi	Approval Date:	17-Mar-2026

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Planning Considerations

Which students will be involved?

- Consider the number of students, size of student groups and students' capabilities e.g. age, experience, competence, fitness, maturity.
- Consider any individual student needs e.g. personalised learning, support provisions (including behaviour support plans), health management (including health plans and prescribed medication requirements).

Where will the students be?

- Consider the location of the activity e.g. remote/easily accessible, public /private, school/classroom/workshop/other.
- Is the number of students appropriate for the available space?
- If outdoors – sunsafe strategies are implemented; weather and environmental conditions are assessed before and during activity (e.g. temperature, storms, water currents, tides); and strategies to reduce the likelihood of viruses, allergies and skin infections caused by insects (e.g. ticks, mosquitoes, spiders) and other animals are applied.
- The site is checked for hazards (e.g. poisonous plants, dangerous animals, uneven terrain, barbed wire,) and necessary controls implemented.
- Activities are appropriately situated in relation to buildings, pedestrians, members of the public, vehicles and other activities e.g. designated areas for activity, spectators and vehicles are established.

What will the students be doing?

- Consider the nature and duration of the activity i.e. need for drinking water, food, rest, appropriate clothing, warm-up and warm-down.
- Instruction in rules and pre-requisite skills is provided.
- Student skills are developed in a progressive and sequential manner.
- First aid and emergency medical treatment provisions are appropriate for the type of activity and location e.g. first aid kit, first aid trained personnel, Ventolin®, Epipen®, and students' personal prescribed medications as required in health plans are available.
- Emergency response strategies are in place e.g. communication plans (e.g. mobile phone, walkie talkie), safety induction, evacuation plans.
- Hair, clothing, footwear and jewellery are worn in a manner that is appropriate and safe for the activity.
- Personal items, e.g. drink bottles, towels and mouthguards, will not be shared between students.

What will the students be using?

- Instruction in safety procedures and safe handling of equipment is provided.
- Equipment is suitable for the activity, properly maintained, appropriately used and complies with the relevant safety standard.
- [Relevant department procedures and guidelines](#) are adhered to for the use of equipment and work processes.

Who will be leading the activity?

- A registered teacher has overall responsibility for the activity.
- Sufficient adult supervision is in place to manage the activity safely (including in emergency situations).
- The activity leader has the competence (knowledge and skills) to plan, induct, instruct and manage the activity safely for students and others.
- There are sufficient adults present with current First Aid qualifications (including CPR) or ready access to qualified first aid personnel.
- Blue Card requirements are adhered to for leaders/volunteers.

I have incorporated the above factors when planning my risk management strategies for this activity.

Additional activity-specific requirements for students with specialised learning needs are provided in the Other Details box below.

Planning is undertaken in alignment with TOEEC Standard Operating Procedures for Bodyboarding and Surf Awareness which guide our annual practical inductions and operations.