



# Glossary

Term	Meaning
<b>1300SMILES Stadium</b>	14 Golf Links Dr, Kirwan QLD 4817 Also known as Townsville Stadium and The Willows Sports Complex
<b>AFL</b>	Australian Football League
<b>Ballymore</b>	91 Clyde Rd, Herston QLD 4006
<b>Brisbane Entertainment Centre</b>	Melaleuca Dr, Boondall QLD 4034 Also known as BEC and Boondall
<b>Cbus Super Stadium</b>	Centreline Place, Robina QLD 4226 Also known as Robina Stadium
<b>Interim Report</b>	The initial report submitted by the Stadium Taskforce to the Queensland Government on 16 July 2018
<b>Maintenance Management Framework</b>	The Maintenance Management Framework is the whole-of-Government policy for managing building maintenance. <a href="http://www.hpw.qld.gov.au/SiteCollectionDocuments/MMF.pdf">http://www.hpw.qld.gov.au/SiteCollectionDocuments/MMF.pdf</a>
<b>Metricon Stadium</b>	Nerang Broadbeach Rd, Carrara QLD 4211 Also known as Carrara Stadium
<b>MSF Act</b>	<i>Major Sports Facilities Act 2001</i>
<b>MSF Regulation</b>	<i>Major Sports Facilities Regulation 2014</i>
<b>North Queensland Stadium</b>	3 Redpath St, North Ward QLD 4810 Under construction, due for completion by the start of the 2020 NRL season Also known as NQS
<b>NRL</b>	National Rugby League
<b>QTC</b>	Queensland Treasury Corporation
<b>Queensland Sport and Athletics Centre</b>	Kessels Rd, Nathan QLD 4111 Also known as QSAC and QEII
<b>Queensland Tennis Centre</b>	190 King Arthur Terrace, Tennyson QLD 4105 Also known as the QTC and Tennyson Tennis Centre
<b>Sleeman Sports Complex</b>	Cnr Old Cleveland & Tilley Roads, Chandler QLD 4155 Also known as Sleeman and Chandler
<b>SQ</b>	Stadiums Queensland
<b>Suncorp Stadium</b>	40 Castlemaine St, Milton QLD 4064 Also known as Brisbane Stadium and Lang Park
<b>TEQ</b>	Tourism and Events Queensland
<b>The Gabba</b>	Vulture St, Woolloongabba QLD 4102 Also known as the Brisbane Cricket Ground

# Appendices

## Appendix 1

Stadium Taskforce – Interim Report

# Stadium Taskforce Interim Report

Interim Report to the Minister for Housing  
and Public Works, Minister for Digital  
Technology and Minister for Sport  
*16 July 2018*



**Queensland**  
Government

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The Honourable Mick de Brenni MP  
Minister for Housing and Public Works  
Minister for Digital Technology  
Minister for Sport  
GPO Box 2457  
Brisbane QLD 4001

Dear Minister

I write in regard to the work of the Stadium Taskforce. The Taskforce has undertaken consultation with a number of key stakeholders regarding Queensland Government policy, the Stadiums Queensland management model, and contractual arrangements.

The Taskforce met with a range of stakeholders including sporting codes, sporting organisations, government departments, venue managers, Stadiums Queensland, event promoters and local councils.

A significant amount of work has now been completed which provides the Taskforce with an opportunity to submit an interim report. This will allow an appropriate timeframe for hirers and Stadiums Queensland to make decisions for the season 2018/19.

It is important to recognise that Queensland, as a decentralised state, operates several regional stadiums, this is a unique model in Australia. The focus of the Taskforce's work has been in relation to the two regional stadiums at Carrara and Robina (Metcon Stadium and Cbus Super Stadium) where the operational issues are problematic when compared to those in Brisbane. The issues include:

- being located away from where fans live
- traffic and parking limits that disadvantage fans and teams
- only having one regular user which makes it costly and inefficient
- require dedicated and expensive bus services (mainly) to get fans to games

This results in significant costs for hirers to manage and then pass onto the fans. Please find attached more detailed initial findings and recommendations for your consideration based on these early findings. It is vital for any improvement of these operating arrangements that a focus on the current outside user charges be modernised and fixed.

Additionally, there are a number of recommendations regarding the State's major oval – the Gabba. The Taskforce has identified a number of ways that Stadiums Queensland could operate more efficiently to allow for a better outcome for fans and hirers at the Gabba.

Further findings and recommendations that address the full taskforce terms of reference will be provided shortly for your consideration.

Yours sincerely



**John Lee**  
Chair  
Stadium Taskforce

# Executive Summary

The Stadium Taskforce was established on 22 April 2018 to review the pricing and practices of Stadiums Queensland (SQ). The Taskforce is led by Mr John Lee and includes representatives from the Department of Housing and Public Works, and consultants from the Queensland Treasury Corporation and KPMG. As part of this review, the Taskforce was requested to examine the current operating and pricing models for major sports events for each of the venues within the SQ portfolio. The Taskforce was also asked to examine how these models impact hirers, patrons, major event attraction, and the costs and benefits to the Queensland community. The terms of reference also included consideration of the State's future major sports facility infrastructure needs. In undertaking its review, the Taskforce is identifying findings and recommendations associated with:

1. Stadiums Queensland, including how the model works, its effectiveness and appropriateness for the management of state government major sports infrastructure across the state
2. Stadium outside venue costs (police and public transport), including how these costs are significant factors in the cost of delivering major sporting and other major events for the Queensland public
3. Future infrastructure needs, with a focus on maximising existing venues to meet government, hirer and public need
4. Venue specific issues that impact on the performance and hiring of specific venues.

The terms of reference focus the Taskforce's work on the following SQ assets that host major sports events: Suncorp Stadium (Brisbane Stadium), the Gabba (Brisbane Cricket Ground), Cbus Super Stadium (Robina Stadium), Metricon Stadium (Robina Stadium), and 1300SMILES Stadium (Townsville Stadium).

Key elements of the work of the Taskforce have now been completed, the Taskforce is providing an interim report setting out initial findings and recommendations allowing SQ and the Queensland Government to make decisions which may impact hirers and teams for the 2018/19 sport seasons.

The Taskforce is still progressing work on event attraction, future infrastructure needs and the SQ operating model. Findings and recommendations on these topics will be included in the final report.

## Venue Score Card

As part of the assessment each of the major venues were objectively assessed against eight key criteria including location, capacity, patron catchment, utilisation, quality of asset, transport connectivity, economic contribution and financial viability. The following table summarises each venue. Suncorp Stadium remains Queensland's premier venue while 1300SMILES Stadium's low score confirms the Government's decision to replace this asset.

Venue	Ranking (out of 10)	
1	Suncorp Stadium	9.0
2	The Gabba	7.7
3	Metricon Stadium	6.7
4	Cbus Super Stadium	6.3
5	1300SMILES Stadium	4.3

These rankings confirm the benefit of planning and building venues close where people work (i.e. CBD) and live (i.e. close to densely populated areas).

## Unique Queensland

A major initial finding is that Queensland's major sport facility portfolio is unique with significant major sports infrastructure built outside of the capital city, specifically on the Gold Coast and Townsville. This provides an excellent community asset that can be accessed by residents of these regions. The venues however do expose both SQ and hirers to additional costs due to their physical location. On the Gold Coast both stadia are some distance from the densely populated areas along the coastline. This has led to costs disproportionately impacting hirers at the Gold Coast. For this reason, the interim report primarily deals with regional venues, improving outcomes for the hirers at the Gold Coast venues of Cbus Super Stadium and Metricon Stadium.

## Metricon Stadium

Metricon Stadium on the Gold Coast is currently leased to the AFL. This lease agreement is with SQ as the owner of the asset. The lease for this venue includes a government imposed term requiring the AFL to pay a sinking fund for maintenance and renewal of the asset.

The Gold Coast Suns (the Suns), who currently play out of Metricon Stadium, have advised the Taskforce that they are experiencing financial difficulties due to costs imposed for the use of the stadium, through their lease with the AFL. The AFL entered into a venue management agreement with the Suns for the use and management of the stadium, the requirement for sinking fund payments is subsequently passed through to the Suns. A sinking fund is not imposed on other sporting teams who have entered into hiring agreements with SQ.

There are differing views as to how the original sinking fund contributions were calculated. Metricon Stadium has only ever hosted 10 -12 events per annum which is well short of the maximum number of events that could be held at the venue. The Gold Coast Suns suggest that the lack of ability to attract events is due to the high venue costs, particularly for transport, police and security when compared to Brisbane venues. Due to the low number of events, it has been suggested that wear and tear is less than anticipated under the original calculations of the lease. In addition, in delivering the Commonwealth Games, the State recently funded refurbishments and enhancements to Metricon Stadium. This work is likely to have reduced the actual maintenance required to return the stadium to the standard required at the end of the lease.

## Cbus Super Stadium

An immediate problem identified for the Gold Coast Titans (the Titans) as the major hirer of Cbus Super Stadium is the difficulties that supporters and attendees have in accessing the stadium. The stadium is located at the end of a cul-de-sac, limiting vehicle movements (both private cars and buses) to the venue. This also impacts the crowd efficiency for the bump in and out of patrons. The constrained vehicular access to the Cbus Super Stadium, and resulting traffic management, public transport and car parking issues affect the fan experience which in turn reduces the likelihood of patrons attending future events. Short to medium term solutions to marginally improve this situation have been identified and include:

- opening the car park at Robina Train Station for limited pre-paid game day parking,
- the Department of Transport and Main Roads to upgrade the Cbus Super Stadium Traffic Management Plan,
- a principles based Traffic Management Plan framework to be developed to inform precinct wide and event specific Traffic Management Plans, and
- upgrade all Traffic Management Plans to ensure consistency with the principles based Traffic Management Plan framework.

To improve the sustainability of the stadium for hirers and SQ significant long-term solutions could be made:

- constructing a bridge over the Mudgeeraba Creek to link Stadium Drive to Gooding Drive or Robina Parkway,
- provide access to additional carpark capacity in the stadium precinct at the Robina Town Centre, Robina Train Station, and Robina State High School, and
- utilising the nearby field of the Robina Raptors Junior Rugby League Club, near the hospital grounds for limited parking for major events.

## Gold Coast Transport

The costs for transport to Metricon Stadium and Cbus Super Stadium are greater than for the major sports stadiums in Brisbane (Suncorp Stadium and the Gabba). This is due to limited options for train services, which are highly efficient for mass transit, and the limited number of bus transport providers in the local area which leads to premium charges to hirers. To reduce costs, it is recommended that Translink provide the management of bus services on behalf of SQ, to the Gold Coast venues. It is also recommended that a contestable bus service regime be considered to reduce the profiteering by monopoly private bus operators.

There is a disparity (albeit it is hidden in ticket pricing) in Queensland in the amount paid by patrons for public transport to and from event venues. This results in a situation that is not equitable for all Queenslanders. Due to the mix of transport available around Queensland venues, there is also a layer of complexity for SQ and hirers in contract negotiations regarding transport costs. To address this inequality issue and to simplify hiring agreement negotiations, it is recommended that an event transport cap be applied for all major events held by multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland.

## North Queensland Stadium

The commissioning of a new stadium creates a number of transition challenges for venue managers, operators, hirers and suppliers. The operation of the Gold Coast stadiums provide learnings that can be applied in the commissioning of the new stadium at Townsville. The transition from the ageing 1300SMILES Stadium located in the outskirts of Townsville into a new contemporary facility in the centre of the Townsville CBD will significantly affect venue operations, venue costs and venue related incomes. The move from 1300SMILES Stadium to the North Queensland Stadium will result in the North Queensland Cowboys experiencing changes in pass through costs from SQ for costs including public transport, traffic management, policing and security. To assist the North Queensland Cowboys in preparing for their move to the new stadium, it is recommended that pass through costs including for public transport, traffic management, policing and security be determined well in advance of the transition to enable better planning.

## The Gabba

Finally, in the context of the Taskforce identifying that there are several advantages for major Brisbane sports venues as a result of their location, the Taskforce has made several findings and recommendations around the performance of the Gabba. Analysis and stakeholder feedback has identified that performance of the Gabba could be adversely impacted by the management of the venue, which is viewed by hirers as being less entrepreneurial, too bureaucratic, and risk averse.

There is evidence that commercial opportunities for the Gabba are not being realised to the same extent as for Suncorp Stadium. It is proposed that naming rights for the facility be explored, and put to a market sounding. Whilst cricket venues in Australia have traditionally opted not to enter into naming rights agreements, the landscape has changed, with cricket played at both Etihad Stadium and the new Perth Optus Stadium, the time is right to explore this initiative. This potential new revenue stream will decrease the need for additional taxpayer subsidies at the venue and may be used to modernise some of the services (e.g. turnstiles). There may also be opportunity to increase the event calendar at the Gabba. Further opportunities identified for commercialisation of the Gabba include better utilisation of Sports House South and other uses for offices currently occupied by the Brisbane Lions.

The Taskforce proposes that there are several potential advantages of co-sourcing the management rights for the Gabba. A dynamic private sector venue manager may be better placed to increase utilisation and revenue from realising commercial opportunities. It is therefore recommended that the government put out to tender the management rights for the Gabba if it is cost effective and in government's best interest to do so.

Finally, the Taskforce recognises that the Gabba is a "tired" venue in need of enhancement, particularly when compared with the major upgrade to the Adelaide Oval and the new Optus Stadium in Perth. Recommendations regarding enhancements to the venue should be made in conjunction with stadium access improvements delivered through the Cross River Rail project and/or as part of any successful 2032 Olympic bid currently under development.

## Summary of Findings and Recommendations

Metricon Stadium – Sinking Fund	
Finding 1.1	Due to the lower than potential number of events being held at Metricon Stadium and the recent refurbishments and upgrades delivered as part of the Commonwealth Games it is likely that the sinking fund requirements are lower than originally calculated.
Finding 1.2	The Metricon Stadium lease between the AFL and Stadiums Queensland required the AFL to maintain the Metricon Stadium to a high standard, and keep it in good and substantial repair, including through any necessary capital replacement, regardless of the sinking fund balance.
Recommendation 1.1	The Asset Replacement component of the sinking fund contributions be amended in line with the independent quantity surveyors report, subject to AFL agreement as head lease holder.
Metricon Stadium – Commercial Opportunities	
Recommendation 1.2	Supplementary sources of income for sporting franchises should be supported and encouraged as they reduce the pressure to increase ticket prices.
Finding 1.3	There may be development opportunities at Stadiums Queensland venues that could potentially be utilised to generate additional sources of revenue from operations that are compatible with Stadiums Queensland business.
Recommendation 1.3	That land declared under the MSF Act may be used for commercial outcomes by Stadiums Queensland or leaseholders, where a compatible social or community benefit can be demonstrated.
Cbus Super Stadium – Parking and Access	
Finding 2.1	Due to the stadium being located on a no through road, access to the Cbus Super Stadium is limited, significantly impacting traffic management arrangements, public transport (bus) access and car parking.
Finding 2.2	The constrained vehicular access to the Cbus Super Stadium, and resulting traffic management, public transport and car parking issues affect the fan experience which may reduce the likelihood of future patrons attending events at the Cbus Super Stadium.
Recommendation 2.1	The current commuter car park at Robina station be opened for pre-purchased game day parking available for hirers to position sponsors, members and limited general admission car parking.
Recommendation 2.2	The Department of Transport and Main Roads to upgrade the Cbus Super Stadium Traffic Management Plan to a contemporary arrangement that allows access to both traffic and public transport with the view to reducing Traffic Management Plan restrictions, road closures and parking restrictions, particularly for events of up to 10,000.
Recommendation 2.3	The Department of Transport and Main Roads are ideally placed to support greater consistency in Traffic Management Plans across Stadiums Queensland venues. To increase consistency, a principles based Traffic Management Plan framework should be developed to inform precinct wide and event specific Traffic Management Plans.
Recommendation 2.4	The Department of Transport and Main Roads to upgrade all Traffic Management Plans to ensure consistency with the principles based Traffic Management Plan framework.
Recommendation 2.5	That significant long-term solutions be explored to improve traffic solutions around the Cbus Super Stadium. These solutions could include: <ul style="list-style-type: none"> <li>Constructing a bridge over the Mudgeeraba Creek to link Stadium Drive to Gooding Drive or Robina Parkway</li> <li>Providing access to additional carpark capacity in the stadium precinct at the Robina Town Centre, Robina Train Station, and Robina State High School, and</li> <li>Utilising the nearby field of the Robina Raptors Junior Rugby League Club, near the hospital grounds for limited parking for major events.</li> </ul>

<b>Gold Coast Transport - Background</b>	
Finding 3.1	Stadiums Queensland seeks to recover the cost of providing public transport for events from hirers, however due to contractual arrangements it is not able to recover the full cost of providing public transport for the venues it manages in south east Queensland.
Finding 3.2	The costs of providing public transport to Cbus Super Stadium and Metricon Stadium is more than the cost of providing public transport to the Brisbane stadiums due to Brisbane's existing high frequency multi-modal network.

<b>Gold Coast Transport – Train Transport</b>	
Finding 3.3	Train charges are more expensive for Cbus Super Stadium than Suncorp Stadium due to the need for additional services for smaller crowds and the additional kilometres travelled by the trains to service the venue.
Recommendation 3.1	That the Department of Transport and Main Roads explore if it is feasible for Gold Coast event train services to start and finish at Beenleigh, reducing the length of trip by 80km.

<b>Gold Coast Transport – Bus Transport</b>	
Finding 3.4	Contracted bus service rates for Gold Coast events are significantly more expensive than Brisbane rates. Bus services for comparable Sunday events are between 21% - 52% more expensive for Gold Coast events than for Brisbane events.
Recommendation 3.2	Translink provide the management and delivery of bus services on behalf of Stadiums Queensland and AFL, to Cbus Super Stadium and Metricon Stadium.

<b>Gold Coast Transport – Integrated Ticketing</b>	
Finding 3.5	Every hirer of stadiums in Queensland is paying a different price per attendee for event transport. In FY2017, the average cost per attendee to provide the additional event transport (in addition to the scheduled services) ranged from \$2.85 at the Gabba to \$4.10 at Metricon Stadium.
Recommendation 3.3	An annual event transport cap of \$3.10 (excluding GST) per attendee be applied for all major events held by multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland. The event transport cap is to be escalated by Brisbane CPI on an annual basis.

<b>North Queensland Stadium – Commissioning</b>	
Finding 4.1	The transition from the ageing 1300SMILES Stadium located in the outskirts of Townsville into a new contemporary facility in the centre of the Townsville CBD will significantly impact venue operations, venue costs and venue related incomes.
Finding 4.2	Because of the move from 1300SMILES Stadium to the North Queensland Stadium, the North Queensland Cowboys may require different services from Stadiums Queensland including public transport, traffic management, policing and security.
Recommendation 4.1	That service requirements for the new North Queensland Stadium including public transport, traffic management, policing and security continue to be considered as part of the design and construction of the stadium.

The Gabba – Commercial Opportunities	
Finding 5.1	Hirers and stakeholders have advised that there are commercial opportunities that are worth exploring at the Gabba.
Finding 5.2	There are several advantages of co-sourcing the management rights for the Gabba, which include increasing utilisation and revenue from better realising commercial opportunities.
Recommendation 5.1	The government put out to tender the management rights for the Gabba if it is cost effective to do so.
Recommendation 5.2	That co-sourcing of the Gabba management be undertaken on the basis of no frontline job losses and back office saving be utilised to reduce Stadiums Queensland operating deficit.
Recommendation 5.3	The naming rights for the Gabba be put out to tender, subject to retaining Gabba in the stadium name. This will reduce the need for taxpayer subsidy and allow investment in ageing infrastructure, including turnstiles and facilities.
Finding 5.3	A major benefit of the Cross River Rail project is that travel time from the Brisbane CBD to the Gabba will reduce to 3 minutes from the current travel time of up to 40 minutes.
Finding 5.4	It is the view of Stakeholders that the Gabba requires improvements to remain competitive against interstate oval stadiums.
Recommendation 5.4	Fast track the consolidation of ownership of assets adjacent to the Gabba to provide a once off opportunity to develop a seamless major entry and activation point for the Gabba via the proposed new Woolloongabba Station.
Recommendation 5.5	Enhancements to the Gabba be made in conjunction with stadium access improvements delivered through the Cross River Rail project and any potential 2032 Olympic bid.

# Interim Report – Introduction

On 22 April 2018 The Honourable Mick de Brenni, Minister for Housing and Public Works, Minister for Digital Technology and Minister for Sport announced that a Stadium Taskforce would be established, chaired by Mr John Lee. The Taskforce consists of representatives from the Department of Housing and Public Works, and consultants from the Queensland Treasury Corporation and KPMG.

The Taskforce is undertaking a review into the operation of the state's major sports facilities administered by Stadiums Queensland (SQ). SQ is a statutory body established by the *Major Sports Facilities Act 2001* (MSF Act) to manage, operate, use, develop and promote major sports facilities in Queensland. SQ is responsible for the nine facilities declared under the Major Sports Facilities Regulation 2014 outlined at Appendix 1. The MSF Act provides that SQ must perform its functions in a way that is both consistent with sound commercial principles and has regard to tenants of the facilities.

The Taskforce was provided a terms of reference, refer Appendix 2. These terms of reference, requested the Taskforce to examine the current operating and pricing models for major sports events at SQ venues. The Taskforce was to examine how these models impact hirers, patrons, major event attraction, and the costs and benefits to the Queensland community. The terms of reference included consideration of the State's future major sports facility infrastructure needs. In undertaking its review, the Taskforce is identifying findings and recommendations associated with:

1. The SQ model, including how the model works for the management of capital city and regional venues, and its effectiveness and appropriateness

2. Stadium outside venue costs (police and public transport), including how these costs are significant factors in the cost of delivering major sport events for the Queensland public
3. Future infrastructure needs, with a focus on maximising existing venues to meet government, hirer and public need
4. Venue specific issues that impact on the performance and hiring of specific venues.

It is acknowledged that several SQ assets do not regularly host major sports events, and instead primarily host entertainment events, or provide for community participation and elite training and competition. The terms of reference for the review primarily focus the Taskforce's work on those facilities that host major sports events, with large crowds and television broadcasting rights, such as AFL, cricket, football, NRL and rugby union. The review, therefore focused on these facilities, which include: Suncorp Stadium (Brisbane Stadium), the Gabba (Brisbane Cricket Ground), Cbus Super Stadium (Robina Stadium), Metricon Stadium (Carrara Stadium), and 1300SMILES Stadium (Townsville Stadium).

The review is investigating the arrangements, obstacles, and charges for running major sport events at SQ venues. The effect of the operating environment for all stakeholders, including SQ, hirers, the government and the public is being examined, in order to assess value and equity for fans and patrons, efficiencies in venue management and equity for stakeholders. The purpose of the analysis is to identify a balance between the needs of venue users (hirers and leaseholders) with government objectives for stadium management and ensure fairness in outcomes. Future infrastructure needs are being assessed in consultation with venue hirers and SQ.

Key elements of the work of the Taskforce have now been completed, the Taskforce has been asked to deliver initial findings in advance of the final Taskforce report where they are actionable and appropriate to do so. This will allow an appropriate timeframe for hirers and SQ to make decisions for the 2018/19 sporting season.

To date the Taskforce has consulted with all the major stakeholders, called for and then reviewed submissions to inform the findings. The Taskforce examined Queensland Government policy, the SQ management model, and contractual arrangements, financial and other corporate data, and the views and experiences of stakeholders to inform the findings and recommendations.

The Taskforce has consulted with the following stakeholders:

- Stadium hirers and lease holders, including: AFL; AFL Queensland; Gold Coast Suns; Brisbane Broncos; Brisbane Lions, Cricket Australia; Queensland Cricket; Australian Rugby Union; Queensland Rugby Union; Queensland Reds; NRL; QRL; Gold Coast Titans; North Queensland Cowboys; Football Federation Australia; Football Queensland; Brisbane Roar FC; Netball Australia; Netball Queensland; Brisbane Bullets; Tennis Australia; Tennis Queensland; and AEG Ogden
- Stadiums Queensland, and the Gold Coast City Council
- Queensland Government departments, including: the Department of the Premier and Cabinet; the Queensland Treasury; the Department of Innovation, Tourism, Industry Development and the Commonwealth Games; the Department of State Development, Manufacturing, Infrastructure and Planning; the Queensland Police Service; and the Department of Transport and Main Roads.

Further consultation is planned with event promoters and local councils.

## The Stadiums Queensland Model

The major sports facility asset portfolio in Queensland is unique. Whilst state government are the most common owners of stadiums across Australia, Queensland and Western Australia are the only states where government's major sports facilities are administered by one state government body. Analysis is ongoing, however it has been identified that there are significant benefits to the state in there being one single owner of government major sports facilities. These benefits include:

- a co-ordinated, whole of government approach to the planning, development and management of all venues of a similar nature across the state,
- economies of scale in operations across the venue portfolio,
- the consolidation of activities/functions across the venue portfolio,
- the elimination of competition between government owned venues for the attraction and retention of events, providing greater returns for state owned assets,
- consistent delivery of wider government objectives across the venue portfolio, and
- centralisation of government expertise.

The Taskforce is currently considering issues that hirers have raised regarding the operating arrangements of SQ. Hirers report that the lack of competition in Queensland inflates prices and may result in lower quality venues. The Taskforce is also investigating amendments to the MSF Act to improve and contemporise SQ's operations. These include providing clarity on the skills required by the SQ Board, and providing a head of power for Ministerial direction to the SQ Board in relation to public safety and the public interest.

## The Queensland Context

In examining the SQ venue portfolio and the characteristics of hirers, it has become apparent that the portfolio reflects the de-centralised nature of Queensland. With the exception of Tasmania, Queensland has a higher proportion of its population living outside the capital city than any other state or territory. Reflecting this, Queensland has a number of major sports facilities outside of Brisbane, including on the Gold Coast and Townsville.

A major initial finding is that Queensland's major sport facility portfolio is unique due to the decentralisation of Queensland's population. This means that not only does SQ manage major sports facilities within the capital city (Brisbane), it also manages significant major sport infrastructure in regional areas, specifically the Gold Coast and Townsville. This regional investment provides an excellent community assets that can be used by residents in these regions. This report focuses on the venue specific operational issues that have been identified as disproportionately impacting hirers at regional venues. At this point in time, it is primarily the hirers at the Gold Coast venues that are experiencing major hardship due to these operational issues, which include:

- venues being built in areas away from where fans live and work,
- vehicle access and parking issues at the venues,
- limited market opportunities for stadium hirers in these areas exacerbating costs, and
- venue locations away from multi-modal and multi-directional transport infrastructure, resulting in the need for dedicated and expensive bus services, the price of which is integrated into ticket prices and ultimately venue hire costs which impacts a regional hirers profitability.

The existence of major sports facilities outside of the capital city is unique and brings with it a number of additional costs and risks to managing the Queensland major sports facility venue portfolio. The additional costs and risks arise due to the regional venues being in areas with smaller population bases, resulting in a smaller major sport event market and catchment. The venues typically only have one major hirer. The regional nature of the venues also means that the venues are not in areas with multiple cross-directional public transport options.

### How do Queensland venues compare to others within Queensland and also interstate?

The consultation process revealed consistent feedback on different experiences hirers (in-particular) have at venues both in Queensland and interstate. This provided an opportunity to develop a framework by which to assess SQ's stadia network, and by which to compare SQ's venues against interstate venues. It has been developed based in consultation with SQ and hirers and the experience of the Stadium Taskforce team. It is noted this framework only applies to outdoor turf stadium assets and does not apply to SQ's other asset types.

## Assessment criteria

The following table presents the key assessment criteria underpinning the venue scorecard.

Criteria		Description
1	Utilisation	This criteria refers to the utilisation level of the venue, measured by the number of event days and the number of hirers.
2	Capacity	This criteria refers to the capacity of the venue relative to the average attendances of the events held at the venue.
3	Catchment	This criteria refers to the size of the catchment of the venue, being considered at both an absolute level and also relative to the capacity (i.e. number of seats) of the venue.
4	Quality	This criteria refers to the quality and availability of facilities at the venue including premium seating, food and beverage offerings, technology, proximity to the field of play, sight lines, player facilities, turf, media and broadcasting facilities, etc.
5	Economic contribution	This criteria refers to the contribution of the venue to the economic activity within the State and also the region in which it is located.
6	Financial viability	This criteria refers to the overall financial performance of the venue.
7	Transport connectivity	This criteria refers to the availability and adequacy of transport accessibility (private and public) to the venue.
8	Location	This criteria refers to the location of the venue relative to other hospitality and entertainment precincts for pre and post-game entertainment / activities.

## Ratings / measurement

In assessing venues against the criteria, each venue is to be given a rating of between 1 and 3 with 3 representing the highest score and 1 representing the lowest score. The scoring system for each criteria is outlined in the following table.

Criteria		Rating / score	
1	Utilisation	3	3 or more home regular season hirers, 40+ event days per year
		2	1 or 2 home regular season hirers, 15 to 39 event days per year
		1	0 or 1 home regular season hirers, less than 15 event days per year
2	Capacity	3	Average attendance is greater than 50% of stadium capacity
		2	Average attendance is between 30% and 49% of stadium capacity
		1	Average attendance is less than 30% of stadium capacity
3	Catchment	3	Catchment population in excess of 500,000 and stadium capacity less than 5% of catchment population
		2	Catchment population in excess of 500,000 and / or stadium capacity less than 5% of catchment population
		1	Catchment population less than 500,000 and stadium capacity greater than 5% of catchment population
4	Quality	3	All facilities and venue offerings are in line with modern expectations and leading practice benchmarks
		2	The majority of facilities and venue offerings are in line with modern expectations and leading practice benchmarks
		1	The majority of facilities and venue offerings are below modern expectations and leading practice benchmarks
5	Economic contribution	3	Regularly hosts international level events (i.e. every year) that attract interstate and international visitors.
		2	Occasionally hosts international level events (i.e. every 2-3 years) that attract interstate and international visitors.
		1	Rarely hosts international level events that attract interstate and international visitors.
6	Financial viability	3	Venue generates a cash surplus after consideration of lifecycle capital expenditure (excluding financing costs)
		2	Venue generates a cash surplus before consideration of lifecycle capitals costs, however, not sufficient to fully fund lifecycle capital expenditure (excluding financing costs)
		1	Venue generates a cash deficit before consideration of lifecycle capital expenditure (excluding financing costs)
7	Transport connectivity	3	Multiple public transport options and adequate private vehicle access and parking
		2	At least one public transport option and adequate private vehicle access and parking
		1	No public transport and / or inadequate private vehicle access and parking
8	Location	3	Venue is within 1km of an entertainment / hospitality precinct
		2	Venue is within 2km of an entertainment / hospitality precinct
		1	Venue is 2km+ from an entertainment / hospitality precinct

The maximum score for a venue is 24.

## Weightings

In addition to the criteria and scoring system, weightings have been applied to indicate the relative importance of each criteria. This is presented in the following table.

Criteria		Weighting
1	Utilisation	20%
2	Capacity	10%
3	Catchment	10%
4	Quality	20%
5	Economic contribution	10%
6	Financial viability	10%
7	Transport connectivity	10%
8	Location	10%

When the weightings are applied the highest weighted score a venue can receive is a score of 10.

## Assessment of SQ venues

The following provides an assessment of SQ venues using the venue scorecard framework.

Summary of SQ venue assessment								
Criteria	Weight	Suncorp Stadium (Tier 1)	The Gabba (Tier 1)	Cbus Super Stadium (Tier 2)	Metricon Stadium (Tier 2)	1300SMILES Stadium (Tier 2)	Tier 1 Avg.	Tier 2 Avg.
Utilisation	20%	3	3	2	2	1	3.0	1.7
Capacity	10%	2	2	2	2	3	2.0	2.3
Catchment	10%	3	3	2	2	1	3.0	1.7
Quality	20%	2	1	3	3	1	1.5	2.3
Economic contribution	10%	3	3	2	1	1	3.0	1.0
Financial viability	10%	3	2	1	2	1	2.5	1.3
Transport connectivity	10%	3	3	1	1	2	3.0	1.3
Location	10%	3	2	2	1	1	2.5	1.3
Raw score	na	22	19	15	14	11	20.5	13.0
Weighted score	100%	9.0	7.7	6.7	6.3	4.3	8.3	5.6

Tier 1 stadium are those venues that have a capacity of over 40,000 while Tier 2 have capacity between 20,000 and 40,000. The Tier 1 and 2 averages are of other Australian venues.

As presented in the table above, Suncorp Stadium recorded the highest raw and weighted scores of all SQ venues (22 out of 24 and 9.0 out of 10 respectively). 1300SMILES Stadium recorded the lowest raw and weighted scores (11 out of 24 and 4.3 out of 10 respectively), followed by Metricon Stadium (14 out of 24 and 6.3 out of 10 respectively).

It is recognised that the new North Queensland Stadium is under construction. For the purposes of this report, this stadium is considered to be an asset replacement of 1300SMILES Stadium rather than a stadium servicing a new market.

## Outside Venue Costs

‘Outside venue’ costs, which include transport, traffic management, security and police costs, contribute significantly to the overall cost of staging major sports events at SQ venues (evidenced below in Figure A).

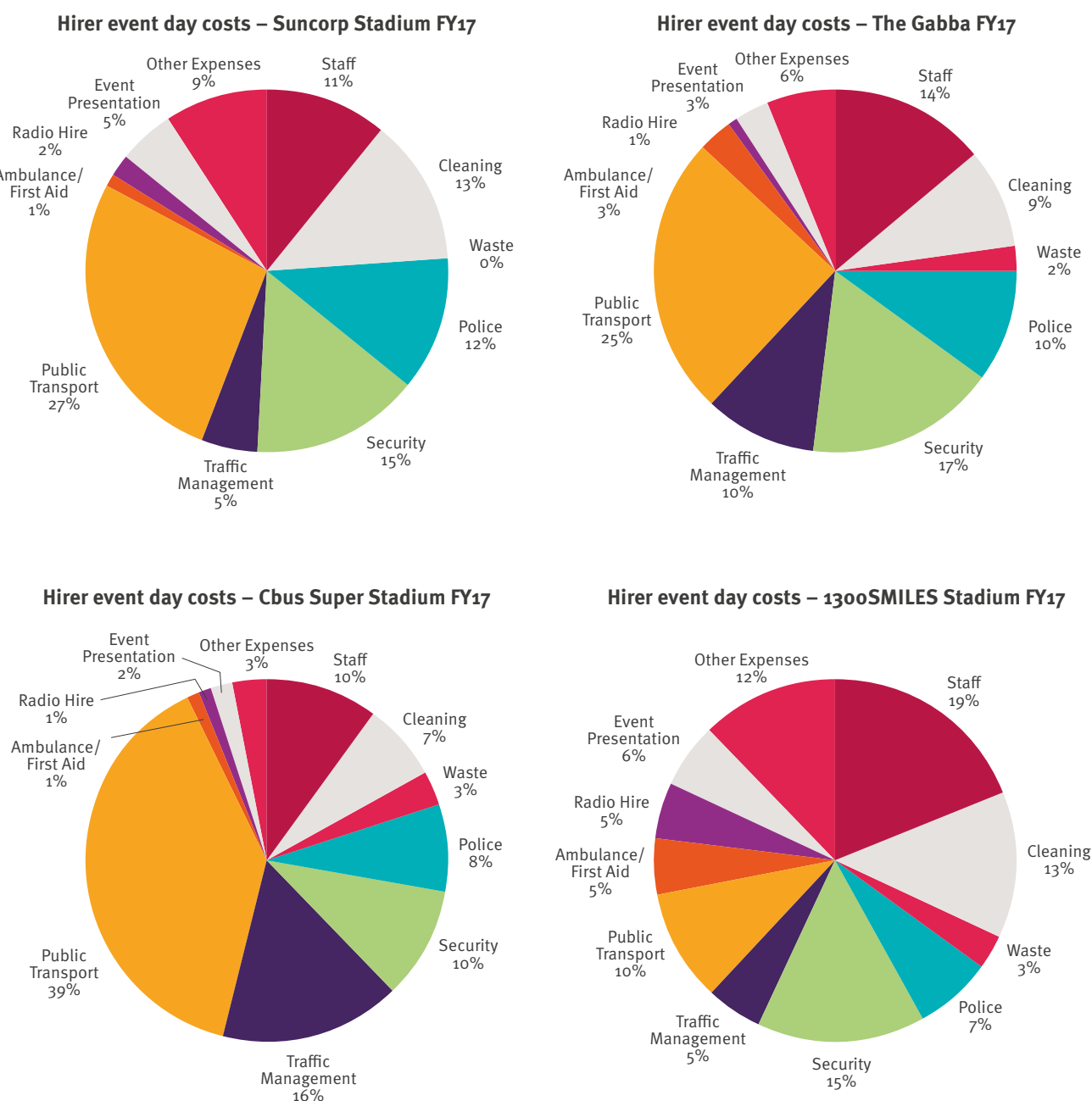


Figure A: Event day cost percentages at available Stadiums Queensland Venues FY2017

Evidence considered by the Taskforce has identified that the outside venue costs are greater for those stadiums in regional areas, and at this time particularly for the Gold Coast venues. This is a result of the venue's locations away from major population areas where there is limited multi-modal transport and existing police resources. However, 1300SMILES Stadium is considerably different to the other regional venues due to its age, infrastructure type, construction and development history and legacy agreements. 1300SMILES Stadium is being replaced by the new North Queensland Stadium and the taskforce considers that its outside venue costs will more closely resemble typical regional costs once operational.

Queensland has a policy of integrated ticketing for major sport events in south east Queensland. Integrated ticketing means that major event ticketholders travel free on public transport to and from the event venue. The cost of providing additional transport services are administered by the venue manager, who seeks to pass these costs to the venue hirer. Initial findings indicate that bus transport is exponentially more expensive than train transport to major sports venues. This is significant for all venues, with the exception of Suncorp Stadium, as the venues within SQ's portfolio are not serviced well by existing rail infrastructure. There is evidence that transport costs are much higher on the Gold Coast than Brisbane, due to the limited number of bus transport providers in the local area, as well as the limited carrying capacity of each bus and the extended time required to return each bus to pick up zones for patrons. Ticket prices however vary little between Gold Coast and Brisbane venues, meaning that the cost to Gold Coast sporting franchises for event transport can be higher than for Brisbane based teams. In some instances this can be in excess of 40% higher, which is inequitable. This report presents recommendations to reduce the transport costs for the Gold Coast teams and venues. Options being explored include applying an event transport cap of \$3.10 (excluding GST) per attendee, applied for all major events held by multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland, investigating options to source new bus charter arrangements and or the reduced supply of bus services for low patronised games.

The cost of providing security at major sports events at SQ venues is passed on to venue hirers. Venue hirers report that police costs and police ratios are greater for Queensland stadiums than anywhere else in Australia. It is understood that at present there is no guideline or policy that provides for consistency in policing major

events in Queensland, and therefore there are significant regional, and event to event, differences. It is a welcomed development that the Queensland Police Service are cognisant of this post the Commonwealth Games and will apply more objective methodology to the provision of police resources to events. Hirers claim that there is not a sufficient risk assessment that allows for the fair consideration of police numbers. For many events, hirers are charged for police operating on "special duties" which provides that police working at these events are paid overtime rates. There are also additional costs for police depending on event days, with costs on public holidays significantly more. Police requirements are also dependent on traffic management plans. Traffic Management Plans are developed by local committees, and although this takes into consideration local issues, it does not provide for consistency across venues for event days. The taskforce is currently investigating these costs in collaboration with the Queensland Police Service to identify options to appropriately reduce expenses without compromising event security.

## Future Infrastructure

The Taskforce is investigating the need for future infrastructure, which is being informed by a venue scorecard. The Taskforce is currently investigating a range of venue enhancements at a number of SQ venues and these will be considered in the Taskforce's final report.

## Venue Specific Issues

Through its consultation with stakeholders, the Taskforce has identified specific issues that impact the success and effectiveness of individual venues. The venue scorecard provides an overview of the relative functionality of each facility.

At this point in time the findings and recommendations are available for the following issues:

- 1.0 Metricon Stadium – Sinking Fund,
- 2.0 Cbus Super Stadium - Parking and Access,
- 3.0 Gold Coast Public Transport,
- 4.0 North Queensland Stadium – Commissioning, and
- 5.0 The Gabba - Commercial Opportunities.

Further venue specific findings and recommendations will be conveyed in the Taskforce's final report.

Further findings and recommendations addressing the Taskforce's full terms of reference will be provided to the Minister shortly.

# Interim Findings and Recommendations

## 1.0 Metricon Stadium – Sinking Fund

Metricon Stadium was transferred to the SQ portfolio in 2011. The stadium was funded by the AFL (\$13.3 million), the Queensland Government (\$71.9 million), the Commonwealth Government (\$36 million) and the Gold Coast City Council (\$23 million). The AFL pursued the construction of the facility to provide a venue for a Gold Coast AFL franchise.

At the time that this asset was transferred to SQ it included government-agreed terms for the stadium's management provided by a memorandum of understanding between the Queensland Government and the AFL. The MOU:

- outlined the contributions of all parties towards the stadium's construction,
- prescribed that the venue be operated under a lease between the AFL and SQ for a term of 20 years, and
- required that the AFL met all costs associated with the operation, maintenance and events at the venue.

Under the MOU, the AFL is required to pay peppercorn rent to SQ and is entitled to retain profits from all events, except where SQ introduces or brings an event to the premises, where profits are to be shared under a revenue share arrangement. The effect of the MOU is that SQ and the Queensland Government is absolved from the financial risks from managing and maintaining the stadium, in exchange for limited revenue opportunities from the stadium's operations. The terms of the MOU have been reflected in the lease between the AFL and SQ.

Subsequently, the AFL entered into a venue management agreement with the Gold Coast Suns (the Suns) for the use and management of the stadium. The Suns have informed the Taskforce, that the agreement, which SQ is not a party to, provides that the club receive

all the theoretical benefits of the venue, such as naming and supply rights, but also bear all of the significant costs. The Suns have advised the Taskforce that the net cost of the stadium business is a loss of \$1.7 million – \$2 million per annum. The Suns advise that a number of venue related costs incurred have resulted in the club experiencing significant financial stress. In addition to the sinking fund, the Suns advise that the cost at Metricon Stadium for the provision of public transport, traffic management, police and security costs are higher than interstate venues, and other SQ venues, including the Gabba. The Suns also advise that electricity charges are also high, particularly for night events.

The Gold Coast Suns submission to the Taskforce identifies three proposals to improve their financial sustainability:

- reduction in sinking fund payments based on independent advice that this will sustain the sinking fund's requirements for asset replacement,
- allocation and approval to utilise stadium land for a community education and child care centre,
- increase stadium event attraction, facilitated by reduced costs, including police, security and transport costs.

### Sinking Fund

Under the lease, the AFL is required to maintain a replacement sinking fund for Asset Replacement and Asset Enhancement. The lease outlines the amounts to be paid into the sinking fund for Asset Replacement and Asset Enhancement. The sinking fund requirements of the lease are unique in regard to the SQ portfolio of venues, however this was a condition of the Queensland Government funding the development of a new stadium for a second Queensland AFL team, rather than a second team playing out of the Gabba.

Metricon Stadium has only ever hosted 10-12 events per annum which is well short of the maximum number of

events that could be held at the venue. The Gold Coast Suns have engaged an independent quantity surveyors to undertake an updated assessment of the stadium life cycle and sinking fund calculation. This assessment takes into account the actual usage of the venue, due to the low number of events, it has been shown that wear and tear is less than anticipated under the original sinking fund calculations of the lease and therefore, the sinking fund could be reduced. It is further considered that that recent \$26 million Queensland Government funded refurbishments and enhancements to Metricon Stadium for the Commonwealth Games are likely to have reduced the actual maintenance required.

#### **Finding 1.1**

Due to the lower than potential number of events being held at Metricon Stadium and the recent refurbishments and upgrades delivered as part of the Commonwealth Games it is likely that the sinking fund requirements are lower than originally calculated.

The lease provides that the AFL are required to maintain the Metricon Stadium to a high standard, and keep it in good and substantial repair, including through any necessary capital replacement, regardless of the sinking fund balance. If the facility is not maintained to a high standard SQ has the ability to carry out any necessary works and recover the costs from the AFL.

#### **Finding 1.2**

The Metricon Stadium lease between the AFL and Stadiums Queensland required the AFL to maintain the Metricon Stadium to a high standard, and keep it in good and substantial repair, including through any necessary capital replacement, regardless of the sinking fund balance.

As part of their submission to the Taskforce, the Gold Coast Suns have requested that the Asset Replacement component of the sinking fund be amended in line with the recommendation of the updated quantity surveyors report. The annual contributions to Asset Maintenance and Asset Enhancement would remain unchanged.

#### **Recommendation 1.1**

The Asset Replacement component of the sinking fund contributions be amended in line with the independent quantity surveyors report, subject to AFL agreement as head lease holder.

### **Commercial Opportunities**

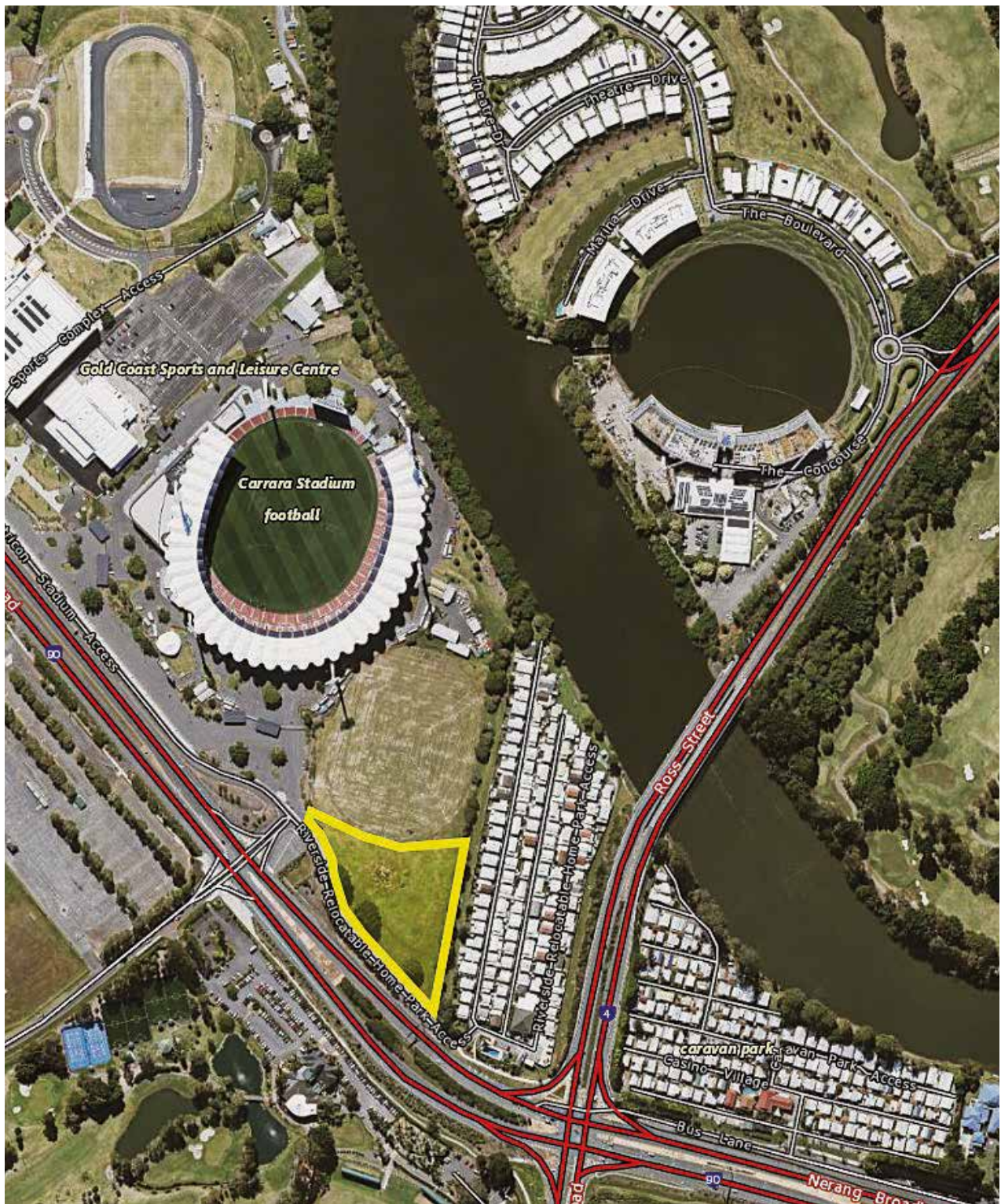
As part of their submission to the Taskforce, the Gold Coast Suns identified three proposals to improve their financial sustainability. These proposals included seeking an approval to utilise stadium land for a childcare industry training college and child care centre.

This proposal offers an opportunity for the venue operator to develop a supplementary source of income, separate to the operations of the Stadium. In other jurisdictions and at other stadiums in Queensland, the development of supplementary income sources for sporting franchises has been seen to improve the financial viability of the organisation. In terms of the Gold Coast Suns, additional revenue streams would reduce their operational deficit and subject to appropriate measures, should be supported and encouraged. The additional income would reduce the pressure to increase ticketing cost to patrons.

#### **Recommendation 1.2**

Supplementary sources of income for sporting franchises should be supported and encouraged as they reduce the pressure to increase ticket prices.

There is currently a proposal to establish an early learning centre and childcare industry training college within the Metricon Stadium land parcel as indicated by the yellow outline in Map 1.1 below.



Map 1.1: Indicative location of the childcare proposal at Metricon Stadium

The proposal is understood to be joint venture agreement between the Gold Coast Suns and an early learning childcare provider. The aim of this proposal would be to provide an additional revenue stream to the Gold Coast Suns as they would charge a commercial rental to the childcare provider whilst only being charged a peppercorn fee on the land by SQ.

The land that comprises Metricon Stadium is declared as major sports facility via the Major Sports Facilities Act 2001 (MSF Act) and the associated Major Sports Facilities Regulation 2014 (MSF Regulation). Further legal advice and analysis would need to be undertaken to determine if this type of development is allowed under the existing act.

The development of this project is supported by the Taskforce as it provided additional sources of revenue to the stadium operator. However it is the Taskforce's opinion that if commercial use of declared land in the MSF Act is permitted, then the use needs to be a compatible social or community benefit.

Consideration also needs to be given to the possibility of the Suns and/or AFL no longer being associated with Metricon Stadium and the implications this would have on any successful consideration of the early learning centre proposal. Of particular importance is the need for SQ to ensure it does not become liable for any out of pocket expenses relating to this proposal, now or in the future, including legal costs.

### **Finding 1.3**

There may be development opportunities at Stadiums Queensland venues that could potentially be utilised to generate additional sources of revenue from operations that are compatible with Stadiums Queensland business.

### **Recommendation 1.3**

That land declared under the MSF Act may be used for commercial outcomes by Stadiums Queensland or leaseholders, where a compatible social or community benefit can be demonstrated.

## **2.0 Cbus Super Stadium – Parking and Access**

The location of Cbus Super Stadium has a significant impact on the traffic management, transport activities and the costs required to support events held at the venue. The most significant design issue is that the stadium is located near the end of a no through road. Limited access to the stadium restricts the movement of all traffic including cars, buses and pedestrians and limits drop off and pick up options. This increases the time it takes to empty the stadium, reduces the efficiency of public transport services as buses cannot easily access the area, and limits the ability to use car parking as part of the transport mix. Event day costs including transport, traffic management, policing and security are higher as a result.

SQ and the Department of Transport and Main Roads have a benchmark of 60 minutes to clear all patrons from events at SQ facilities. The ability to move patrons, particularly at large events, is restricted at the Cbus Super Stadium. Egress timeframes are impacted as pedestrians leave first, before cars and buses. It is not uncommon for corporate hospitality guests to have to wait over 40 minutes before being allowed to exit the limited car parking available because of the highly restrictive pedestrian protection measures put in place with no regard for the crowd size or time taken to 'bump out' the patrons.

Car parking in the vicinity of the stadium is limited, in part, due to the limited traffic flow during events. Also, car parks at the nearby Robina Train Station or the Robina Town Centre cannot currently be used by stadium patrons. Parking restrictions are also imposed on the streets surrounding the venue. These limits are too restrictive and a different approach is required. The limited car parking impacts on the Titans ability to attract corporate sponsors, reduces transport opportunities for patrons and may impede access to the stadium for disabled patrons. According to the Titans, these issues also affect the fan experience and the likelihood that people will attend future games at the Cbus Super Stadium. There are also significant public transport costs and scheduling issues for Cbus Super Stadium, which exacerbates access and the problems associated with poor vehicular access and parking. Further findings and recommendations related to public transport as it relates to the Cbus Super Stadium are outlined in section 3.0 of the report.

### **Finding 2.1**

Due to the stadium being located on a no through road, access to the Cbus Super Stadium is limited, significantly impacting traffic management arrangements, public transport (bus) access and car parking.

### **Finding 2.2**

The constrained vehicular access to the Cbus Super Stadium, and resulting traffic management, public transport and car parking issues affect the fan experience which may reduce the likelihood of future patrons attending events at the Cbus Super Stadium.

### **Recommendation 2.1**

The current commuter car park at Robina station be opened for pre-purchased game day parking available for hirers to position sponsors, members and limited general admission car parking.

A number of hirers at Stadiums Queensland venues have identified Traffic Management Plans as an area of inconsistency between stadiums. In some instances, the Traffic Management Plan is used as an opportunity to coordinate the activities of police, traffic management and public transport activities around Stadium. The development of a Traffic Management Plan requires the input from many interested parties including local councils, venue hirers, venue managers, police, transport providers, and the Department of Transport and Main Roads.

There is a requirement that stadiums, including the Cbus Super Stadium, have a Traffic Management Plan in place for major events. Stakeholders have advised the taskforce that this requirement is overly restrictive and significantly impacts event day costs particularly for events of up to 10,000 attendees.

### **Recommendation 2.2**

The Department of Transport and Main Roads to upgrade the Cbus Super Stadium Traffic Management Plan to a contemporary arrangement that allows access to both traffic and public transport with the view to reducing Traffic Management Plan restrictions, road closures and parking restrictions, particularly for events of up to 10,000.

### **Recommendation 2.3**

The Department of Transport and Main Roads are ideally placed to support greater consistency in Traffic Management Plans across Stadiums Queensland venues. To increase consistency, a principles based Traffic Management Plan framework should be developed to inform precinct wide and event specific Traffic Management Plans.

### **Recommendation 2.4**

The Department of Transport and Main Roads to upgrade all Traffic Management Plans to ensure consistency with the principles based Traffic Management Plan framework.

It has been identified significant long-term solutions are required to improve traffic and parking around the venue to ensure its sustainability and the viability of its tenants. There are opportunities to improve vehicle movement by constructing a bridge over the Mudgeeraba Creek to extend Stadium Drive to Gooding Drive to the North or Robina Parkway to the east (see Map 2.1 and 2.2). There is also additional car parking capacity at the Robina Town Centre, Robina Train Station, Robina State High School to be explored.

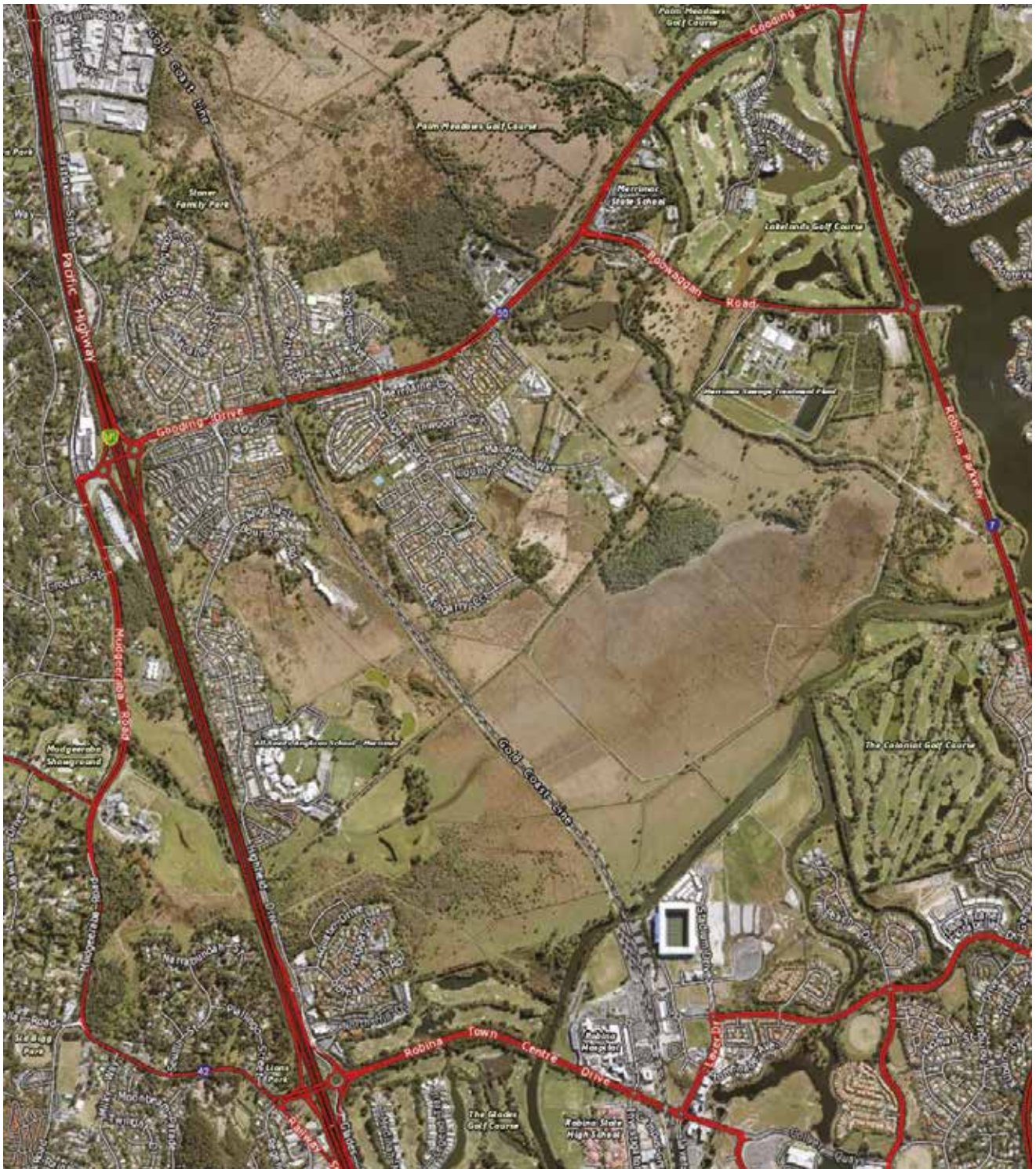
### **Recommendation 2.5**

That significant long-term solutions be explored to improve traffic solutions around the Cbus Super Stadium. These solutions could include:

- Constructing a bridge over the Mudgeeraba Creek to link Stadium Drive to Gooding Drive or Robina Parkway.
- Providing access to additional carpark capacity in the stadium precinct at the Robina Town Centre, Robina Train Station, and Robina State High School, and
- Utilising the nearby field of Robina Raptors Junior Rugby League Club, near the hospital grounds for limited parking for major events.



Map 2.1: Cbus Super Stadium Location Map 1



Map 2.2: Cbus Super Stadium Location Map 2

### 3.0 Gold Coast – Public Transport

#### Background

All SQ venues are required to establish local Traffic Management Plans (TMP) through local committees. These committees usually comprise of the venue manager, Queensland Police Service (QPS), Translink and the local council. It appears that local traffic management committees consistently use a threshold of 5,000 patrons to trigger a traffic management overlay that includes road closures and restrictions, parking restrictions, public transport requirements and integrated ticketing. The focus is to facilitate the safe movement of patrons to and from the stadium while minimising the impact of crowds on the community and the transport systems surrounding the venue. There is also a benchmark that is used, to be able to clear patrons from a venue within 60 minutes of the event finish. Transport costs are a significant operating cost incurred by SQ, typically accounting for between 25% and 40% of total event day costs.

For the majority of events at SQ venues, integrated ticketing is enacted. Integrated ticketing is the practice whereby the cost of public transport for the event attendee is included in the overall event ticket price. To implement integrated ticketing, and potentially negotiate a better deal, SQ deals directly with transport providers to service Cbus Super Stadium, and the

Gabba. AEG Ogden, as agent for SQ, enters into the contract with the transport provider at Suncorp. The Gold Coast Suns are responsible for transport services to Metricon Stadium. SQ seeks to achieve value for money for hirers by open tender or procurement process, however, this may be constrained by the limited market, with most public transport operated or supplied by state or local governments, or a small number of private companies.

SQ seeks to recover public transport costs from the venue hirer through hiring agreements. However, given the nature of the transport levy arrangements that SQ has with venue hirers, and the nature of certain venue hire contracts being ‘fixed’, SQ bears the risk that it will not be able to recover all of the transport costs from the venue hirer in circumstances where crowd numbers are not sufficiently high. Table 3.1 below demonstrates the total transport cost shortfall that SQ could not recover from the venue hirers at the Gabba and Cbus Super Stadium for FY2017. It is apparent that the proportion of unrecovered cost for public transport at Cbus Super Stadium is significant, with SQ unable to recover almost half of the total cost of public transport for the venue. It has been identified that AEG Ogden recovers the full amount of public transport for services to Suncorp Stadium.

	The Gabba	Cbus Super Stadium	Suncorp Stadium	Metricon Stadium
Total FY2017 transport costs for SQ	\$1,562,888	\$690,545	\$3,153,775	\$574,117
Transport costs not recovered from venue hirer/s	\$128,152	\$279,885	\$0	\$0
Unrecovered portion of total transport costs	8%	41%	N/A	N/A

Table 3.1: FY2017 Transport Costs Not Recovered by Stadiums Queensland

Source: Stadiums Queensland data and Gold Coast Suns submission to the Taskforce

#### Finding 3.1

Stadiums Queensland seeks to recover the cost of providing public transport for events from hirers, however due to contractual arrangements it is not able to recover the full cost of providing public transport for the venues it manages in south east Queensland.

#### Finding 3.2

The costs of providing public transport to Cbus Super Stadium and Metricon Stadium is more than the cost of providing public transport to the Brisbane stadiums due to Brisbane’s existing high frequency multi-modal network.

Being in the centre of Brisbane, Suncorp Stadium and the Gabba are well serviced by existing multi modal, multi directional and high frequency public transport networks (bus and rail). Map 3.1 shows that both Cbus Super Stadium and Metricon Stadium are located on the outskirts of a regional city. The stadiums do not have the same advantages with regard to existing public transport as the Brisbane based stadium. Cbus Super Stadium is adjacent to Robina Train Station that provides access to the north-south passenger rail line.



Map 3.1: Gold Coast Stadiums Location Map

## Train Transport

Additional train services are provided for events held at Suncorp Stadium, Metricon Stadium and Cbus Super Stadium where the expected crowd size exceeds a minimum threshold. No additional train services are scheduled for events held at the Gabba (with the exception of very large events, i.e. Adele), with this venue being solely reliant on additional bus services for events when needed. Figure 3.1 shows that although only serviced by the north-south Gold Coast rail line, a significant proportion of people do travel to Cbus Super Stadium by train.

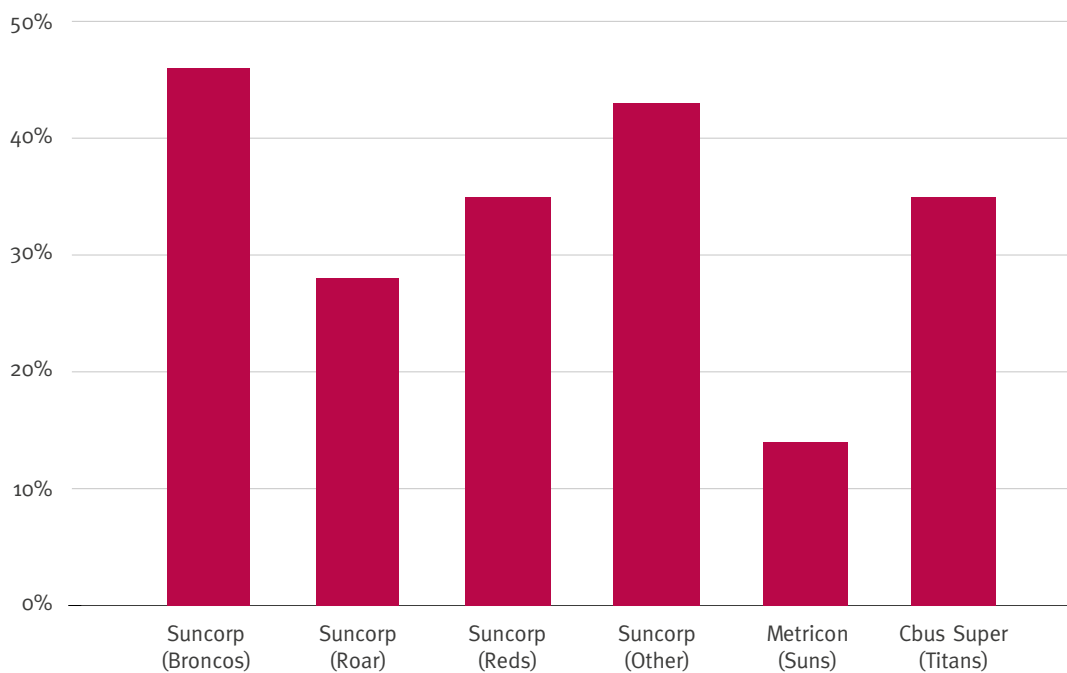


Figure 3.1: Rail patronage as % of total event attendees (FY2018 to date)

Source: Stadiums Queensland data (Metricon Stadium data received only relates to games held in July and August 2017 and does not include 2018 matches)

Translink has developed rail service plans for these venues. The number of additional train services provided before and after events is dependent on the expected crowd size and type of event, and is subject to certain limitations such as train size and train line capacity. Other key considerations include the time and day of the event and the extent of regular timetable services operating at this time as well as anticipated crowd demographic. Given the history and track record of events held at these south east Queensland stadiums to date, reasonably accurate assessments can be made based on an expected crowd size of the number of passengers that will travel by train before and after

games, and for Brisbane events which train lines passengers will be travelling on.

The QPS stipulate that railway squad officers are required at train stations and / or on-board trains when crowd size is expected to exceed a minimum threshold, with the cost associated with this QPS involvement being on-charged to SQ. The crowd sizes at which additional train services and QPS railway squad officers are required for events at each stadium are illustrated in Figure 3.2, along with the average crowd size experienced at these events in FY2018 to date.

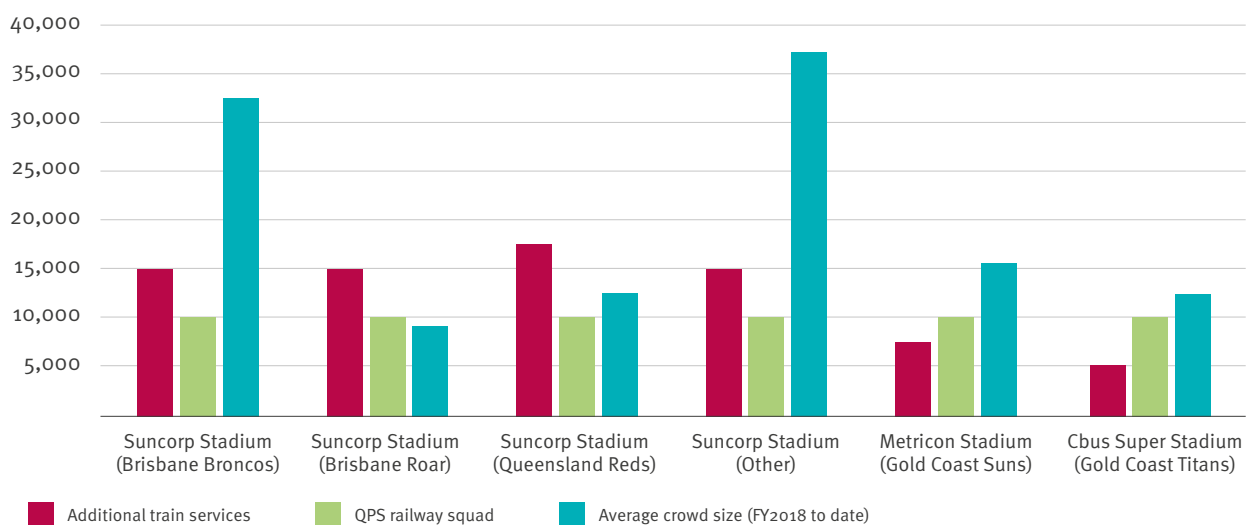


Figure 3.2: Expected crowd size for additional train services & QPS involvement

Source: Department of Transport and Main Roads

Given only one train line services the Gold Coast stadiums, less capacity is available from scheduled services, therefore additional trains are provided for smaller expected crowd sizes and are provided both before and after games.

The costs associated with Queensland Rail (QR) providing additional train services are estimated at approximately \$70 per kilometre based on the distance the additional trains travel, from their starting point at Mayne Train Yard at Bowen Hills through to their final return to Bowen Hills. The Department of Transport and Main Roads only passes on \$15.97 per kilometre (FY2018 amount) of this cost onto SQ, a subsidy of close to 80% of the true cost of providing the additional services. SQ seeks to recover its rail services cost from the venue hirer, however given the nature of the transport levy arrangements that SQ has with venue hirers, SQ bears

the risk that it will not be able to pass all of these rail costs on to the venue hirer. The rail costs borne by SQ and recharged to the event hirers where possible reflects approximately Queensland Rail's cost of providing the additional rail services.

The estimated cost in the FY2018 year to date for these additional rail services and QPS railway squad involvement, on a per event attendee basis at the relevant Suncorp Stadium, Metricon Stadium and Cbus Super Stadium is shown at Figure 3.3. also charts the average crowd size at each of these events for the FY2018 year to date on the right-hand axis, along with the minimum expected crowd threshold for additional rail services.

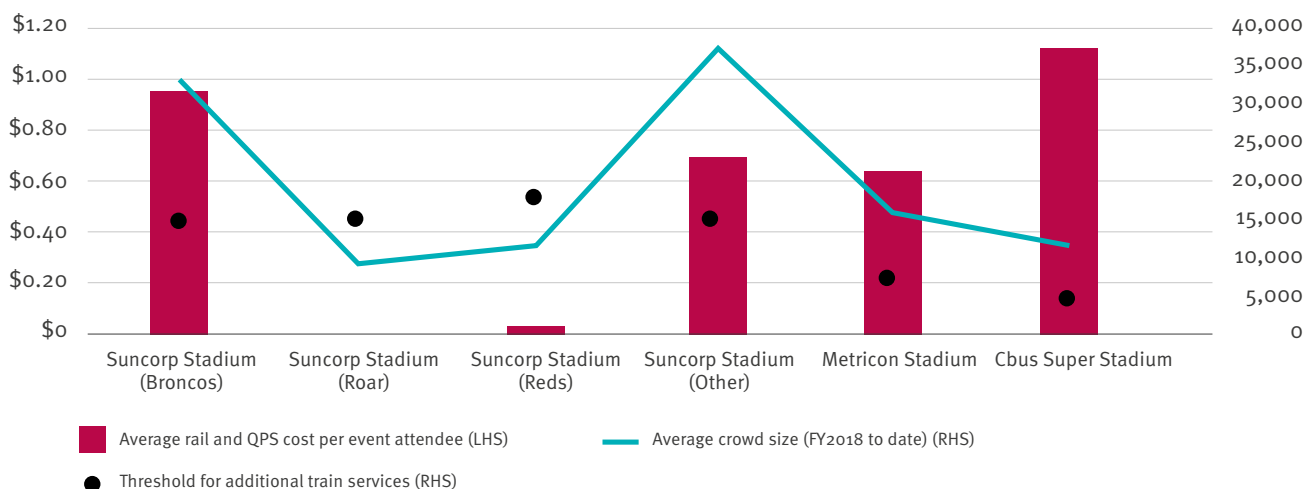


Figure 3.3: Average FY2018 cost of additional rail services and QPS rail squad on a per attendee basis  
Source: QTC analysis

As shown in Figure 3.3, on a per attendee basis the rail cost associated with events at Metricon Stadium is lower than the cost for Broncos and ‘Other’ events at Brisbane, due to lower crowd sizes and less need for additional services. The cost is marginally higher at Cbus Super Stadium than Suncorp Stadium for these events, with one of the drivers of this being that additional rail services are provided both before and after games. Figure 3.3 shows the costs incurred by SQ, not the hirers which is determined through the hiring agreement.

### Finding 3.3

Train charges are more expensive for Cbus Super Stadium than Suncorp Stadium due to the need for additional services for smaller crowds and the additional kilometres travelled by the trains to service the venue.

One potential area of saving for SQ relates to rail costs for the Gold Coast stadiums, with the trains required for additional services currently being charged on a per kilometre used basis based on starting and finishing at Mayne Train Yard at Bowen Hills. If these trains were instead to start and finish at Beenleigh, this would reduce the length of trip for each additional train used by approximately 80km.

### Recommendation 3.1

That the Department of Transport and Main Roads explore if it is feasible for Gold Coast event train services to start and finish at Beenleigh, reducing the length of trip by 80km.

### Bus Transport

Bus passenger service costs account for the majority of SQ’s total public transport costs incurred. For Suncorp Stadium and Cbus Super Stadium where SQ is responsible for contracting with both bus and rail service providers, bus costs typically exceed 80% of the total transport cost. This is driven in part by the discounted rate charged by Transport and Main Roads to SQ for additional rail services, reflecting a subsidy of close to 80% of the true cost of providing the additional services.

Translink has not been engaged by SQ to provide bus services. It was previously considered that the venue managers were better placed to exercise their right to find an alternative bus company and leverage lower costs. SQ and AEG Ogden have direct contracts with Brisbane Transport, a subsidiary of Brisbane City Council, for the provision of bus services for the Gabba and Suncorp Stadium. SQ and the Suns have direct

contracts with Transit Australia Group (Surfside Buses) for the provision of bus services for Cbus Super Stadium and Metricon Stadium respectively.

Historically, Transit Australia Group has been identified as the only bus company with the capacity to manage event day demand for Gold Coast venues, including both venues hosting events concurrently. The limited supply options for bus services on the Gold Coast potentially restricts the ability of venue managers to negotiate competitive individual service arrangements. The Taskforce has also been provided with examples of a private operator using its monopoly position to charge a premium for services which impacts hirers and ultimately the cost to patrons.

When comparing similar crowd sizes and event days for bus service contracts between Cbus Super Stadium (Transit Australia Group) and Suncorp Stadium/Gabba

(Brisbane Transport), Cbus Super Stadium bus costs are consistently more expensive. There is a high minimum cost of providing the bus services where crowds are forecast to be low for the Gold Coast venues in particular.

The number of additional bus services offered and the costs associated with these services are dependent on the expected crowd size and the day of the week on which the event is being held. An comparison of the full cost schedule that applied to these additional bus services during the 2016 season, for crowds up to 27,500 (approximating the capacity of Cbus Super Stadium and covering most events held at Suncorp Stadium and the Gabba), is shown at Table 3.2. It is noted that additional services are not required for the Brisbane venues for crowds under 10,000 due to the existing capacity of the bus network and services.

Crowd Size	5,000 – 9,999	12,500 – 15,000	20,000 – 22,500	25,000 – 27,500
Mon - Fri	No additional services required for the Gabba or Suncorp Stadium	21%	5%	-8%
Saturday		40%	24%	9%
Sunday		52%	38%	21%
Public Holiday		27%	16%	2%

Table 3.2: Comparison of cost of additional bus services for Cbus Super Stadium compared to the Gabba and Suncorp Stadium

Source: 2016 Cost Schedule

**Finding 3.4**

Contracted bus service rates for Gold Coast events are significantly more expensive than Brisbane rates. Bus services for comparable Sunday events are between 21% - 52% more expensive for Gold Coast events than for Brisbane events.

Based on the event day cost statements, Cbus Super Stadium bus costs per attendee are 18% higher than Suncorp Stadium and 58% higher than the Gabba, and Metricon Stadium (FY2017 only) bus costs per attendee are 12% higher than Suncorp Stadium and 51% higher than the Gabba. These costs are the costs charged to SQ or the venue manager, by the service provider. However, as noted above, in FY2017 41% of the Cbus Super Stadium transport costs incurred by SQ were not recovered from the venue hirer/s, and 8% of the Gabba transport costs were not recovered.

In 2014 Translink undertook to manage the delivery of train services for all major Stadiums owned by SQ. Translink’s approach to the provision of train services was to package the additional services, required for events at Stadiums Queensland venues, into the existing contract with Queensland Rail. Translink also sought to closely monitor and manage usage and supply of train services. This approach to train services resulted in significant savings to stadium hirers.

Translink has been shown to be able to effectively and efficiently manage the provision of public transport services for events at Stadiums Queensland venues. There is opportunity for this transportation knowledge and expertise to be utilised in a similar approach to achieve better and consistent outcomes for bus services on the Gold Coast. This may involve a range of aspects including: determining service levels, contract negotiating, performance measuring, reporting and reviewing. The aim would be to achieve cost efficiencies that would be advantageous to the venue hirers.

### Recommendation 3.2

Translink provides the management and delivery of bus services on behalf of Stadiums Queensland and AFL, to Cbus Super Stadium and Metricon Stadium.

### Integrated Ticketing

Queensland has a policy of integrated ticketing for major sport events in south east Queensland. Integrated ticketing means that major event ticketholders travel free on public transport to and from the event venue. The cost of providing this free public transport for ticketholders is paid for by Translink and the venue manager/venue hirer. Access to regular scheduled bus and rail services are provided free by Translink, only the cost of providing additional services (in addition to the scheduled services) are passed onto the venue manager. The venue manager in turn seeks to pass the cost of the additional transport services onto the venue hirer as an event day cost. Free access to existing regular scheduled bus and rail services can represent a significant saving for venue hirers. 1300SMILES Stadium only provides a shuttle bus service to one location and therefore does not have integrated ticketing.

	Attendances	Total Transport Cost	Average Cost per Attendee (GST exclusive)
Suncorp Stadium	1,098,383	\$3,153,775	\$2.87
The Gabba	549,243	\$1,562,888	\$2.85
Metricon Stadium	140,174	\$574,117	\$4.10
Cbus Super Stadium	183,116	\$690,545	\$3.77
Total / Average	1,970,916	\$5,981,325	\$3.03

Table 3.3: Total Cost of Public Transport per Attendee at Stadiums in south east Queensland

Source: Stadiums Queensland data and Gold Coast Suns submission to the Taskforce

The cost of event transport for individual hirers is different, based on the stadium location, contractual arrangements,

proximity to regular scheduled bus and rail services, time of the event and number of attendees. Based on these variables it is fair to say that every hirer is paying a different average price for event transport for stadiums in Queensland. In FY2017, the average amount that venue hirers paid per attendee for event transport ranged from \$2.85 at the Gabba to \$4.10 at Metricon Stadium.

### Finding 3.5

Every hirer of stadiums in Queensland is paying a different price per attendee for event transport. In FY2017, the average cost per attendee to provide the additional event transport (in addition to the scheduled services) ranged from \$2.85 at the Gabba to \$4.10 at Metricon Stadium.

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This variation in event transport costs has an impact for venue hirers who have higher costs, this can impact fan experience because of less funds available for fan/entertainment content. This results in a situation that is not equitable for all Queenslanders and creates a layer of the complexity for SQ and hirers in contract negotiations.

The average cost of a public transport journey in south east Queensland is \$3.17. Table 3.3 shows that the average cost of providing the additional transport services for stadium users in south east Queensland is \$3.03 per attendee.

To address equality and fairness issues with regard to transport charges and costs, it is proposed that a annual per attendee cap be developed and implemented for the delivery of additional transport services for major events at Stadiums Queensland owned stadium in south east Queensland. Implementing a cap will reduce the significant variation between the cost of additional transport services based on the location of stadium and will improve the cash flow of venue hirers by reducing the difference between the event transport charge and the final price paid (re-payment) for these services.

Based on the information available to the taskforce, it is recommended that an annual event transport charge cap of \$3.10 (excluding GST) per attendee be applied for all major events held by multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland.

### Recommendation 3.3

An annual event transport cap of \$3.10 (excluding GST) per attendee be applied for all major events held by multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland. The event transport cap is to be escalated by Brisbane CPI on an annual basis.

### Impact on hirers

No hirer will be worse off as a result of the implementation of an annual event transport cap of \$3.10 (excluding GST) per attendee. The transport cap effectively creates a ceiling for the annual per attendee cost of event transport for multi-year venue hirers at Stadiums Queensland owned venues in south east Queensland.

The effect that a transport cap will have on hirers depends on which venue the hirer is using and the venue hire arrangements that are in place between venue manager and the hirer.

The financial benefits for hirers will be realised through reduced costs and improved cash flow for hirers.

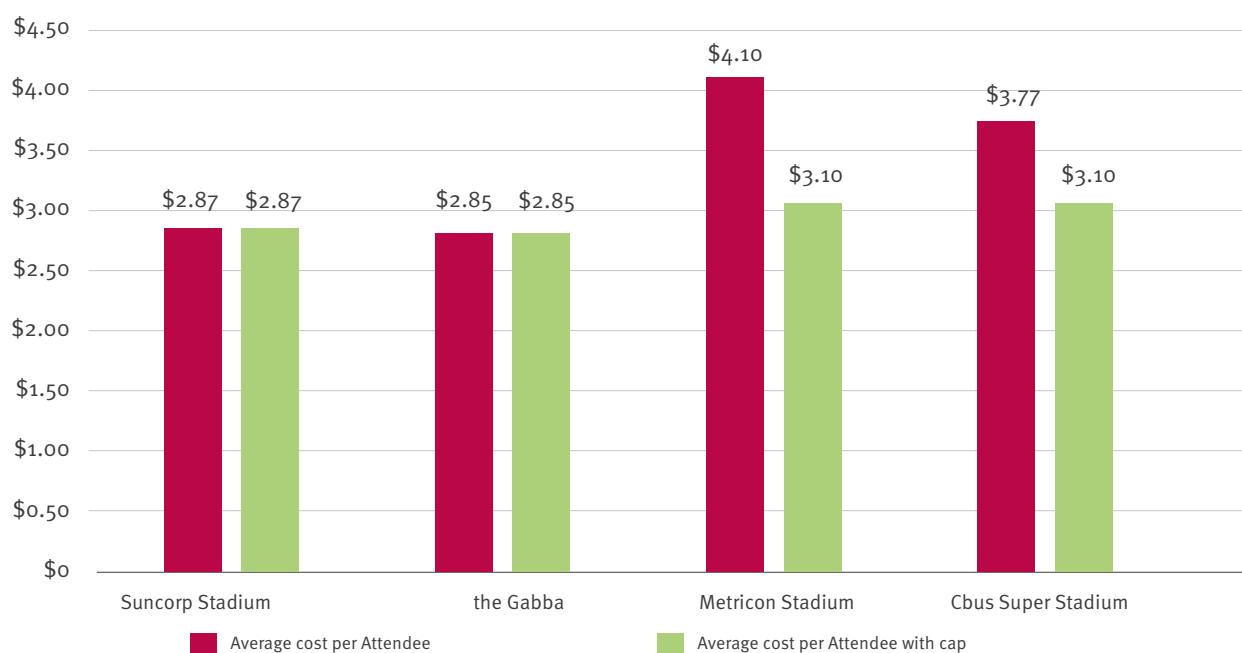


Figure 3.5 Transport cap impact on average FY2017 public transport cost per attendee

Source: Stadiums Queensland data and Gold Coast Suns submission to the Taskforce

Figure 3.5 shows that in FY 2017, all multi-year venue hirers at the Gabba and Suncorp Stadium paid less than \$3.10 per attendee on average across the season for event transport, therefore the transport cap will have little impact on their total cost of transport over a season. There may however be cash flow advantages of up to \$10,000 per game for some hirers including the Queensland Reds and the Brisbane Roar FC.

Based on FY 2017, venue hirers at Metricon Stadium would see significant savings of up to \$1.00 per attendee as a result of an annual event transport cap of \$3.10 (excluding GST) per attendee. Venue hirers at Cbus Super Stadium would also see savings of up to \$0.67 per attendee as a result of an annual event transport cap of \$3.10 (excluding GST) per attendee.

It should be noted that the Gold Coast Titans have entered into a fixed price agreement with Stadiums Queensland for the use of Cbus Super Stadium. Under a fixed price agreement all transport costs are paid by Stadiums Queensland and as such a cap would not affect these arrangements. Any future venue agreement that includes additional public transport being paid by the hirer, the cap would apply.

Each venue hire agreement specifies a per attendee price for event transport that is paid to the venue manager. At a later date the total actual cost of providing the additional transport services (in addition to the free scheduled services) is calculated. The difference between the revenue received by the venue manager based on the event transport price and the actual cost of providing the additional transport services is re-paid to the hirer.

The event transport price differs between individual venue hire agreements, and is part of a commercial in confidence agreement between the venue hirer and venue manager. The Taskforce has been provided some but not all event transport prices by venue hirers. For some hirers the event transport price specified in their venue agreement is much higher than the actual cost of the additional transport required for their event. This difference in price is repaid to the venue hirer, however, this can have an impact on hirers cash flow. By implementing an annual event transport cap of \$3.10 (excluding GST) per attendee, some venue hirers may experience cash flow improvements of up to \$10,000 per game.

## 4.0 North Queensland Stadium – Commissioning

The North Queensland Stadium is a new 25,000 seat stadium being built in Townsville. The budgeted \$250 million stadium is forecast to be completed for the start of the 2020 National Rugby League season which will commence in the second half of FY20. Funding for the stadium has been provided by:

- Queensland Government (\$140 million),
- Australian Government (\$100 million), and
- National Rugby League (NRL) (\$10 million).

The commissioning of a new stadium creates a number of transition challenges for venue managers, operators, hirers and suppliers. A number of learnings can be taken from the operations of the Cbus Super Stadium because of the similarities of venue size, regional location, single predominant user and lack of access to efficient passenger rail transport. The transition from the ageing 1300SMILES Stadium located in the outskirts of Townsville into a new contemporary facility in the centre of the Townsville CBD will significantly affect venue operations, venue costs and venue related incomes. The delivery of transport, security, policing, traffic management, cleaning and maintenance costs may well increase whilst opportunities for revenue including onsite parking may reduce.

### Finding 4.1

The transition from the ageing 1300SMILES Stadium located in the outskirts of Townsville into a new contemporary facility in the centre of Townsville CBD will significantly impact venue operations, venue costs and venue related incomes.

Under standard SQ leasing arrangements hirers, including the North Queensland Cowboys, pay for the use of the stadium and other services including public transport, traffic management, policing and security. The cost of these services changes depending on a range of factors including the venue location, venue design, crowd size, access to transport and other activities in the immediate vicinity.

#### **Finding 4.2**

Because of the move from 1300SMILES Stadium to the North Queensland Stadium, the North Queensland Cowboys may require different services from Stadiums Queensland including public transport, traffic management, policing and security.

As the new North Queensland Stadium progresses through design and construction, the requirements for services including public transport, traffic management, policing and security become apparent. It is appropriate that ongoing consideration to the requirement for these services.

#### **Recommendation 4.1**

That service requirements for the new North Queensland Stadium including public transport, traffic management, policing and security continue to be considered as part of the design and construction of the stadium.

## **5.0 The Gabba – Commercial Opportunities**

Brisbane venues have several revenue advantages over the regional venues resulting from their location in the capital. These include increased ability to attract content, including entertainment events and sports franchises, increased population density around the assets, and access to multi-modal and multi-directional transport links. The actual and potential financial performance of these venues far exceeds the potential performance of the regional venues.

Stakeholder feedback has identified that performance of the Gabba venue may be effected by the management of venue, which is viewed as being less entrepreneurial than other interstate venues. Hirers have identified that the venue is managed in a risk averse fashion that does not allow for quick decision making.

It is also suggested that commercial opportunities are not explored to the same extent as for Suncorp Stadium. The Taskforce has identified that there are a range of commercial opportunities that could be explored to improve the commercial performance of the Gabba.

There may also be opportunities to increase the event calendar at the Gabba. In 2017 the first major concert was held at the Gabba, Adele. The concert was hugely successful and demonstrated that such an event could be held at the venue. It is understood that the Gabba could be used for other entertainment and public events to increase its utilisation.

Further prospects identified for commercialisation of the Gabba include better utilisation of Sports House South and other uses for offices currently occupied by the Brisbane Lions. Sports House South is a government building currently managed by the Department of Housing and Public Works (Sport and Recreation Services). At present its tenants include not for profit sports organisations who use spaces for administration purposes. These tenants are charged rent at a rate below commercial rates. The tenants at this facility can be moved to alternative sites owned by SQ, providing for additional commercial opportunities within the Gabba precinct. There may also be opportunities for the use of office space currently occupied by the Brisbane Lions, should a proposed AFL facility for training and administration be built at Springfield.

### Finding 5.1

Hirers and stakeholders have advised that there are commercial opportunities that are worth exploring at the Gabba.

It is suggested that a non-government venue manager could better realise the potential for utilisation and commercialisation opportunities for the Gabba. There are several potential advantages of private sector management, which include:

- overcoming the limitations of bureaucracy to enable quick decision making and innovation
- limiting hirer's ability to lobby government for special deals,
- increased focus on commercialising the venue to increase revenue streams, without political and bureaucratic obstacles, and
- potentially better placement in the market to attract other major non-sporting events to the venue.

The benefits of private sector involvement in the management of major venues are well established and should be adopted. It is however noted that there are some potential risks of co-sourcing management rights for the stadium and these include:

- limiting profits and revenue back to SQ, and
- reduced government control of significant public assets and less coordination.

### Finding 5.2

There are several advantages of co-sourcing the management rights for the Gabba, which include increasing utilisation and revenue from better realising commercial opportunities.

### Recommendation 5.1

The government put out to tender the management rights for the Gabba if it is cost effective to do so.

### Recommendation 5.2

That co-sourcing of the Gabba management be undertaken on the basis of no frontline job losses and back office saving be utilised to reduce Stadiums Queensland operating deficit.

A further opportunity exists with regard to the naming rights for the venue. There are many other examples of named stadiums in Australia including Suncorp Stadium, ANZ Stadium, Etihad Stadium, and Optus Stadium. Whilst cricket venues in Australia have traditionally opted not to enter into naming rights agreements, the landscape has changed, with Etihad Stadium being the home for the Melbourne Renegades BBL team, and the new Perth Stadium, for which Optus has naming rights. It is also noted that although the renovated Adelaide Oval does not have naming rights for the venue, there are several corporate sponsors of the stadium, including Lion, Coca-Cola, the RAA, the Commonwealth Bank and Telstra. It is noted that the MCG also has corporate partners, including Carlton and United Breweries, Coca-Cola and the Bank of Melbourne. Another option for naming rights is to name areas and spaces at the venue, such as bars and corporate areas. This option has been taken advantage of at the Adelaide Oval with the Audi Stadium Club and at the Perth Stadium with the BankWest Club.

The Gabba is a nationally recognised brand for Queensland sport and has a strong institutional connection for local sports fans. It is important that the historic nature of the name Gabba is recognised in any naming rights consideration.

### Recommendation 5.3

The naming rights for the Gabba be put out to tender, subject to retaining Gabba in the stadium name. This will reduce the need for taxpayer subsidy and allow investment in ageing infrastructure, including turnstiles and facilities.

Several stakeholders informed the Taskforce that the Gabba is a “tired” venue in need of enhancement, particularly when compared with the major upgrade to the Adelaide Oval, and the new Optus Stadium in Perth.

Enhancements to the venue are proposed to build on public transport access improvements in conjunction with the Cross River Rail project. For example the new Woolloongabba Station will provide a 3 minute travel time from Albert Street in the CBD to the Gabba once the project is complete. Plans include making better use of government owned land surrounding the venue to provide community spaces around the stadium, on existing green-space and on the old Go-Print site. It is planned to improve pedestrian access to the venue with walkways built over Main, Vulture and Stanley streets. There are also proposed improvements to the inside of the stadium, including new entrances and upgraded facilities, such as new corporate areas and new bars, improvements to general admission spectator areas, and new scoreboards. Additional enhancements to the Gabba may also be required, depending on the outcome of the south east Queensland Council of Mayors Feasibility Study for the 2032 Olympic Games, and any subsequent bid. It is noted that the Premier of Queensland supports the study, which will investigate whether south east Queensland could deliver a successful games through a cost effective and scaled-down approach, making use of existing infrastructure. Enhancements to the Gabba may be investigated as part of the feasibility study.

### **Finding 5.3**

A major benefit of the Cross River Rail project is that travel time from the Brisbane CBD to the Gabba will reduce to 3 minutes from the current travel time of up to 40 minutes.

### **Finding 5.4**

It is the view of Stakeholders that the Gabba requires improvements to remain competitive against interstate oval stadiums.

### **Recommendation 5.4**

Fast track the consolidation of ownership of assets adjacent to the Gabba to provide a once off opportunity to develop a seamless major entry and activation point for the Gabba via the proposed new Woolloongabba Station.

### **Recommendation 5.5**

Enhancements to the Gabba be made in conjunction with stadium access improvements delivered through the Cross River Rail project and any potential 2032 Olympic bid.

# Appendix 1: Stadiums Queensland Venues – Overview

Venue Name	Venue Description	Management Model	Key Users
The Gabba (Brisbane Cricket Ground)	Elite Sport Venue 42,000 capacity outdoor oval stadium Located in Woolloongabba, close to the Brisbane CBD Upgraded between 1993 and 2005.	Stadiums Queensland Management	Cricket Australia Queensland Cricket Brisbane Heat Brisbane Lions Concerts
Brisbane Entertainment Centre	Primary Entertainment Venue / Secondary sport venue 13,500 capacity entertainment centre Community multi-purpose indoor sports hall Located in Boondall, north Brisbane suburb Built in 1986, only minor upgrades since this time.	Management Agreement (AEG Ogden until 2021)	Concerts Entertainment events Ad-hoc sporting events Community use
Suncorp Stadium (Brisbane Stadium or Lang Park)	Elite Sport Venue 52,500 capacity outdoor rectangular stadium Located in Milton, close to the Brisbane CBD Major Upgrade completed in 2003	Co-sourced Management (AEG Ogden until 2020)	Brisbane Broncos Queensland Reds Brisbane Roar NRL/ARU Concerts
Metricon Stadium (Carrara Stadium)	Elite Sport Venue 25,000 capacity outdoor oval stadium Located in the suburb of Carrara on the Gold Coast New build, completed 2011	Lease (AFL)	Gold Coast Suns
Queensland Sport and Athletics Centre	Primary community sport venue/Secondary elite sport venue 48,500 capacity stadium, two 10-lane synthetic athletic tracks, indoor arena, beach volleyball, elite training facilities, Queensland State Netball Centre (future) Located in the southern Brisbane suburb of Nathan Upgrades are ongoing, including the construction of the Queensland State Netball Centre	Stadiums Queensland Management	Queensland Athletics and Little Athletics Queensland Queensland Firebirds (future) QAS Concerts Entertainment events Community use

Venue Name	Venue Description	Management Model	Key Users
Queensland Tennis Centre	<p>Primary community sport venue/Secondary elite sport venue</p> <p>5,500 capacity tennis arena, 23 International Tennis Federation standard tennis courts</p> <p>New build, completed 2009</p> <p>Located in the Brisbane riverside suburb of Tennyson</p>	Lease (Tennis Queensland)	<p>Brisbane International</p> <p>Davis Cup</p> <p>Federation Cup</p> <p>Community use</p>
Cbus Super Stadium (Robina Stadium)	<p>Elite Sport Venue</p> <p>27,400 capacity outdoor rectangular stadium</p> <p>Located in the suburb of Robina on the Gold Coast</p> <p>New build, completed 2008</p>	Stadiums Queensland Management	Gold Coast Titans
Sleeman Sports Complex	<p>Primary community sport venue/Secondary elite sport venue</p> <p>Brisbane Aquatic Centre, BMX track, indoor arena, Anna Meares Velodrome, accommodation, elite training facilities.</p> <p>Located in the south-east Brisbane suburb of Chandler</p>	Stadiums Queensland Management	<p>Swimming Australia/ Queensland</p> <p>Diving Australia</p> <p>Gymnastics QLD</p> <p>Cycling QLD</p> <p>BMX QLD</p> <p>Weight Lifting QLD</p> <p>Community use</p>
1300SMILES Stadium (Townsville Stadium)	<p>Elite Sport Venue</p> <p>26,500 capacity outdoor rectangular stadium</p> <p>Located in the Townsville suburb of Kirwan</p> <p>Minor upgrades completed in 2008</p>	Stadiums Queensland Management	North Queensland Cowboys

# Appendix 2: Review of Stadiums Queensland Pricing and Practices

Stadiums Queensland's (SQ) portfolio equates to more than \$1.2 billion worth of state owned and publicly funded sporting and entertainment infrastructure. The nine facilities owned and managed by SQ are: Suncorp Stadium; Brisbane Cricket Ground (the Gabba); Brisbane Entertainment Centre; Queensland Sport and Athletics Centre; Sleeman Sports Centre; 1300 Smiles Stadium; Cbus Super Stadium; Queensland Tennis Centre and Metricon Stadium.

Each facility is unique in terms of events and patronage they host. The facilities are used for elite athletes training and development, the conduct of elite competition and special events (i.e. concerts), as well as for community participation in sport and recreation. As State owned assets the Queensland Government is committed to ensuring these assets realise their full potential for the Queensland community.

In this context, the Stadiums Queensland Pricing and Practices Review will be conducted under the following terms of reference:

1. Investigate the venue hiring arrangements in place across SQ venues for the conduct of major sporting events, including –
  - a. For all venues that fall under the SQ portfolio involved in the conduct of major sporting events, a review of operating and pricing models.
  - b. An outline of leasing/ venue hiring arrangements for major sporting events across SQ
  - c. Desktop assessment of operating models in place across Australian jurisdictions for major sporting events, and the private sector including leasing/ contract arrangements in place across Australian stadia.
2. Assess and report on the appropriateness of the SQ arrangements for major sporting events in comparison to other owners and operators, including a comparative assessment of the impact of the arrangements for –
  - Individual lease holders;
  - Stadium management arrangements;
  - Sporting fans;
  - Local economic outcomes, including event attraction
  - Implications for SQ cost recovery;
  - Any subsidy required to support operating expenses including maintenance and capital replacement; and
  - Costs and benefits to the community.
3. Forecast venue/infrastructure needs over the next 20 years and the viability of the existing portfolio and new stadia.
4. Assess and report on the impact of the Queensland Government agreeing to one or more requests from sporting codes for additional/new stadia.

# Glossary

<b>AFL</b>	Australian Football League
<b>1300SMILES Stadium</b>	Townsville Stadium 14 Golf Links Dr, Kirwan QLD 4817 Also known as The Willows Sports Complex
<b>Brisbane Entertainment Centre</b>	Melaleuca Dr, Boondall QLD 4034 Also known as BEC and Boondall
<b>Cbus Super Stadium</b>	Robina Stadium Centreline Place, Robina QLD 4226
<b>The Gabba</b>	Brisbane Cricket Ground Vulture St, Woolloongabba QLD 4102
<b>Integrated Ticketing</b>	Public transport that can be used on public transport to travel to and from events
<b>Metricon Stadium</b>	Carrara Stadium Nerang Broadbeach Rd, Carrara QLD 4211
<b>MSF Act</b>	<i>Major Sports Facilities Act 2001</i>
<b>MSF Regulation</b>	<i>Major Sports Facilities Regulation 2014</i>
<b>North Queensland Stadium</b>	3 Redpath St, North Ward QLD 4810 Under construction, due for completion by the start of the 2020 NRL season
<b>NRL</b>	National Rugby League
<b>Queensland Sports and Athletics Centre</b>	Kessels Rd, Nathan QLD 4111 Also known as QSAC and QEII
<b>Queensland Tennis Centre</b>	190 King Arthur Terrace, Tennyson QLD 4105 Also known as QTC and Tennyson Tennis Centre
<b>Sleeman Sports Complex</b>	Cnr Old Cleveland & Tilley Roads, Chandler QLD 4155 Also known as Sleeman and Chandler
<b>SQ</b>	Stadiums Queensland
<b>Suncorp Stadium</b>	Brisbane Stadium 40 Castlemaine St, Milton QLD 4064 Also known as Lang Park
<b>Transit Australia Group</b>	The owner of Surfside Buses that delivers bus services on the Gold Coast
<b>Transport for Brisbane</b>	A subsidiary of Brisbane City Council that delivers bus services to Stadiums Queensland in Brisbane



**Queensland**  
Government

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# Appendices

## Appendix 2

Stadium Taskforce – Terms of Reference

# Review of Stadiums Queensland Pricing and Practices

## Terms of Reference

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  - c. Desktop assessment of operating models in place across Australian jurisdictions for major sporting events, and the private sector including leasing/ contract arrangements in place across Australian stadia.
2. Assess and report on the appropriateness of the SQ arrangements for major sporting events in comparison to other owners and operators, including a comparative assessment of the impact of the arrangements for –
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  - Stadium management arrangements;
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  - Local economic outcomes, including event attraction
  - Implications for SQ cost recovery;
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3. Forecast venue/infrastructure needs over the next 20 years and the viability of the existing portfolio and new stadia.
4. Assess and report on the impact of the Queensland Government agreeing to one or more requests from sporting codes for additional/new stadia.

# Appendices

## Appendix 3 Venue Responsibility Matrix

## Venue Responsibility Matrix

Asset Type	STADIUM			INDOOR SPORT / ENTERTAINMENT CENTRE			PARTICIPATION FACILITY				
Criteria for Asset Inclusion	- Seat capacity - Amount and level of content - Population			- Seat capacity - Amount and level of content - Population			- Number facilities in State - Competition level - Commerciality of activity				
Tier 1 (mega)	40,000+ seats	Suncorp Stadium The Gabba	Land Owner SQ SQ	Operator AEG Ogden SQ	10,000+ seats	Brisbane Entertainment Centre (BEC)	Land Owner SQ	Operator AEG Ogden	Land Owner SQ SQ	Operator SQ SQ	
Tier 2 (major)	20,000 – 40,000 seats	Metricon Stadium Cbus Super Stadium 1300 SMILES Stadium	Land Owner SQ SQ SQ	Operator Sport SQ SQ	5,000 – 10,000 seats	Cairns Convention Centre Townsville Entertainment & Convention Centre Gold Coast Convention and Exhibition Centre Brisbane Convention and Exhibition Centre Queensland State Netball Centre Queensland Tennis Centre	Land Owner QGAO LGA QGAO Southbank SQ SQ	Operator AEG Ogden LGA Star AEG Ogden Sport Sport	Land Owner SR Seqwater LGA LGA	Operator Sport Sport Sport LGA	
Tier 3 (regional)	10,000 – 20,000 seats	Toowoomba Sports Ground Sunshine Coast Stadium BB Print Stadium, Mackay Barlow Park, Cairns Cazaly's Stadium, Cairns Browne Park, Rockhampton Riverway Stadium, Townsville Ballymore Dolphins Stadium, Redcliffe QLD Group Stadium, Ipswich	Land Owner SR LGA LGA LGA Club Trust LGA QRU Club Club	Operator SR LGA LGA LGA Club Trust LGA QRU Club Club	1,000 – 5,000 seats	Mackay Entertainment and Convention Centre University of the Sunshine Coast Sports Stadium Townsville RSL stadium Logan Metro Sports and Events Centre	Land Owner LGA University LGA LGA	Operator LGA University LGA LGA	Land Owner SR Sport Sport LGA LGA LGA LGA LGA	Operator SR Sport Sport LGA LGA LGA LGA	
Tier 4 (local)	Under 10,000 seats	Land Owner LGA or sport		Operator LGA or sport	Less than 1000 seats	Numerous facilities across Queensland	Land Owner LGA or Sport	Operator LGA or sport	Local Participation Numerous facilities across Queensland	Land Owner Sport	Operator LGA or sport

SQ	Stadiums Queensland	Southbank	Southbank Corporation
AEG Ogden	AEG Ogden – management and entertainment company	Star	The Star Entertainment Group
Sport	Sporting Code National or State Body	Seqwater	Seqwater - Queensland Government statutory authority
LGA	Local Government Authority	SR	Sport and Recreation, Department of Housing and Public Works
Trust	Constituted Trust	QGAO	Queensland Government Accommodation Office, Department of Housing and Public Works
Club	Sporting Club		
University	University of Sunshine Coast		

# Appendices

## Appendix 4

### Stadiums Queensland Venues Overview

Stadiums Queensland Venue Summary

VENUE ITEM	Suncorp Stadium	The Gabba	Mettricon Stadium	Cbus Super Stadium	Brisbane Entertainment Centre	1300SMILES Stadium	Queensland Tennis Centre	Queensland Sport and Athletics Centre	Sleeman Sports Centre
Establishment	1962	1895	1987	2008	1986 (Olympic Games bid)	1995 (as rectangular stadia)	2009	1977 (1982 Commonwealth Games)	1980 (1982 Commonwealth Games)
Last major redevelopment relating to current configuration	2001 - 2003 \$280 million cost to government	1993 - 2005 \$154 million cost to government	2011 \$144 million with contributions from Queensland Government, Federal Government, Gold Coast City Council and AFL	2008 (opened) \$160 million cost to government	1986 \$71 million construction cost	2005 – 2008 SQ has spent over \$30 million to improve, upgrade and add infrastructure to venue	2009 (opened) \$82 million development delivered through PPP with contribution from Tennis Queensland	2017 – 2018 Replacement of both synthetic athletics tracks and construction of hydrotherapy pool facility.	2016 Anna Meares Velodrome opened in 2016. BMX facility and second 50 metre pool added in last five years.
Year into SQ portfolio	May 2003	21 December 2001	22 May 2011 (opened) New build on same site (transferred from GCCC to government (SQ) as part of GCCC contribution)	17 February 2008 (opened) New build	30 June 2002	December 2004	January 2009 (opened)	30 June 2002	30 June 2002
Method of entering SQ portfolio	Transferred upon completion from Stadium Redevelopment Authority	Transferred from dissolved Brisbane Cricket Ground Trust	New build on same site (transferred from GCCC to government (SQ) as part of GCCC contribution)	New build	Transferred from BCC	Transferred from the Willows Trust/ Townsville City Council	New build (QLD Government, transferred to SQ at practical completion)	Transferred from BCC	Transferred from BCC
Description	52,500 capacity outdoor rectangular stadium 5,032 venue memberships 1,936 function capacity	42,000 capacity outdoor oval stadium 4,200 venue memberships 1,400 function capacity	25,000 capacity outdoor oval stadium	27,400 capacity outdoor rectangular stadium 900 function capacity	13,500 capacity entertainment centre	26,500 capacity outdoor rectangular stadium 543 corporate seats 365 function capacity	5,500 capacity tennis arena, 23 ITF standard tennis courts 20 corporate suites 200 function capacity	48,500 capacity stadium, two 10-lane synthetic athletic tracks, indoor arena, beach volleyball, elite training facilities, Queensland State Netball Centre (soon)	Brisbane Aquatic Centre, BMX track, indoor arena, Anna Meares Velodrome, elite accommodation, elite training facilities.
Key users	Brisbane Broncos Queensland Reds Brisbane Roar NRL/ARU Concerts	Cricket Australia Queensland Cricket Brisbane Heat Brisbane Lions Concerts	Gold Coast Suns	Gold Coast Titans	Concerts Entertainment events Ad-hoc sporting events	North Queensland Cowboys Concerts	Brisbane International Davis Cup Federation Cup	Queensland Athletics and Little Athletics Queensland Queensland Firebirds (future) QAS Concerts Entertainment events	eg. Swimming Australia/ Queensland Diving Australia Gymnastics QLD Cycling QLD BMX QLD Weight Lifting QLD
2016/17 attendance	1,099,864	565,666	177,090	186,025	513,772	228,876	236,170	265,258	719,482
Management model	Co-sourced ▪ Agency Agreement: AEG Ogden	SQ in-house	Outsourced: ▪ Operating lease: AFL and SQ 20 years ▪ Management Agreement: AFL and Gold Coast Suns	SQ in-house	Outsourced ▪ Management Agreement (profit share): AEG Ogden	SQ in-house	Outsourced ▪ Operating lease: Tennis Queensland 15 years	SQ in-house	SQ in-house

# Appendices

## Appendix 5

Map of Stadiums Queensland Venues





**Queensland**  
Government