

# Harvey Road Sports and Events Precinct Business Case

Gladstone Regional Council | June 2022



# CONTENTS

|  |           |   |           |  |           |
|--|-----------|---|-----------|--|-----------|
| <b>EXECUTIVE SUMMARY</b>                         | <b>1</b>  | <b>6. OPTIONS ANALYSIS</b>                              | <b>36</b> | <b>11. CAPITAL COSTS</b>   | <b>57</b> |
| <b>1. PROJECT DESCRIPTION</b>                    | <b>3</b>  | PRE-FEASIBILITY AND FEASIBILITY ASSESSMENTS AND STUDIES | 37        | <b>12. ECONOMIC BENEFITS</b>                                       | <b>59</b> |
| <b>2. PROJECT DETAILS</b>                        | <b>4</b>  | Marley Brown Oval Master Plan                           | 37        | CONSTRUCTION ECONOMIC BENEFITS                                     | 59        |
| PROJECT SCOPE                                    | 4         | Concept Options for Stakeholder Engagement              | 37        | Construction employment  | 59        |
| PROJECT LOCATION                                 | 7         | Technical Feasibility Report (Reserve Land)             | 38        | WHOLE-OF-LIFE COSTS INCLUDING REPAIRS, MAINTENANCE AND REPLACEMENT | 59        |
| SITE DESCRIPTION                                 | 8         | OPERATIONAL FEASIBILITY ASSESSMENT                      | 38        | Replacement and depreciation                                       | 59        |
| SITE ASSESSMENT                                  | 9         | <b>7. SERVICE LEVEL IMPACTS</b>                         | <b>39</b> | OPERATIONAL COSTS, REVENUE AND EMPLOYMENT                          | 60        |
| FACILITY REQUIREMENTS                            | 11        | GOVERNANCE AND MANAGEMENT MODELS                        | 39        | INCREASED REVENUE FROM NEW MARKETS AND INCREASED PARTICIPATION     | 60        |
| USAGE SCENARIOS                                  | 12        | Governance and management background                    | 40        | Attraction of and participation in major events                    | 61        |
| CONCEPT DESIGN                                   | 15        | Governance and management model opportunities           | 40        | <b>13. EMPLOYMENT BENEFITS</b>                                     | <b>62</b> |
| PROJECT OBJECTIVES                               | 17        | OPERATING PERFORMANCE                                   | 41        | INDIGENOUS EMPLOYMENT  | 62        |
| DEFERRAL IMPACTS                                 | 17        | <b>8. LEGISLATIVE ISSUE ANALYSIS</b>                    | <b>46</b> | <b>14. SOCIAL BENEFITS</b>   | <b>63</b> |
| <b>3. PROJECT BACKGROUND</b>                     | <b>18</b> | ENVIRONMENTAL ISSUES                                    | 46        | THE SOCIAL BENEFIT OF SPORT  | 63        |
| HISTORY  | 18        | Ecological assessment                                   | 46        | Increase in sports participation                                   | 63        |
| DEMOGRAPHICS                                     | 18        | PLANNING ISSUES   | 46        | Gladstone - the home of rugby league                               | 63        |
| Gladstone  | 18        | Flooding and stormwater assessment                      | 46        | Social cohesiveness  | 64        |
| Central Queensland                               | 19        | Bushfire  | 47        | Identity   | 64        |
| Rugby league                                     | 19        | Traffic assessment                                      | 47        | Indigenous participation in sport                                  | 64        |
| Rugby union                                      | 19        | Town planning assessment                                | 48        | FACILITY IMPROVEMENT SOCIAL OUTCOMES                               | 65        |
| Touch football                                   | 19        | CULTURAL HERITAGE OR NATIVE TITLE ISSUES                | 48        | Impact on young people   | 65        |
| EXISTING USE                                     | 20        | European cultural heritage                              | 48        | Multi-use creating social cohesion                                 | 65        |
| Facility user profiles                           | 21        | Aboriginal cultural heritage                            | 48        | Improved accessibility   | 65        |
| EXISTING INFRASTRUCTURE                          | 23        | <b>9. COMPLEXITY AND DELIVERY</b>                       | <b>49</b> | Facilities for women and girls                                     | 65        |
| Existing field condition                         | 24        | CAPACITY TO DELIVER                                     | 49        | MAJOR AND CULTURAL EVENTS  | 66        |
| Existing building condition                      | 24        | Philip Street Communities and Families Precinct         | 49        | <b>15. ENVIRONMENTAL BENEFITS</b>                                  | <b>67</b> |
| <b>4. METHODOLOGY</b>                            | <b>25</b> | Procurement   | 50        | <b>16. COST BENEFIT ANALYSIS</b>                                   | <b>68</b> |
| STAKEHOLDER ENGAGEMENT                           | 25        | READINESS TO COMMENCE AND COMPLETE                      | 50        | WHOLE-OF-LIFE FINANCIAL COST/BENEFIT (30 YEAR)                     | 68        |
| <b>5. STRATEGIC OBJECTS AND POLICY ALIGNMENT</b> | <b>27</b> | Constructability assessment                             | 50        | SENSITIVITY ANALYSIS   | 70        |
| STRATEGIC ALIGNMENT                              | 27        | Geotechnical investigations                             | 50        | ASSUMPTIONS  | 70        |
| COUNCIL POLICIES                                 | 29        | Acoustic engineering                                    | 50        | <b>17. FUNDING OPTIONS</b>   | <b>71</b> |
| PROJECT DRIVERS                                  | 31        | Electrical services engineering report                  | 50        | PARTNERSHIPS   | 72        |
| GAP ANALYSIS                                     | 31        | Civil engineering and sports assessment                 | 51        | FACILITY USERS   | 72        |
| COMPETITOR ANALYSIS                              | 33        | Available documentation                                 | 51        | FUNDING OPTIONS MATRIX   | 72        |
| Regional, State and National carnivals           | 33        | CONSTRUCTION TRANSITION STRATEGY                        | 52        | <b>18. TIMEFRAME</b>   | <b>73</b> |
| CURRENT AND FUTURE USAGE PROFILE                 | 34        | CAPACITY TO MAINTAIN BENEFITS                           | 53        |  |           |
| POTENTIAL GROWTH AND NEW MARKETS                 | 35        | Gladstone Entertainment Convention Centre               | 53        |  |           |
|  |           | <b>10. RISK MANAGEMENT</b>                              | <b>54</b> |  |           |
|  |           | EARLY RISK ASSESSMENT OUTCOMES                          | 54        |  |           |
|  |           | TECHNICAL FEASIBILITY REPORT RISKS                      | 54        |  |           |
|  |           | OTHER RISKS   | 56        |  |           |

## ACKNOWLEDGEMENTS

Gladstone Regional Council would like to acknowledge Port Curtis Coral Coast First Nations Byellee, Gooreng Gooreng, Gurang and Taribelang Bunda people who are the traditional custodians of this land. We pay respect to their Elders past, present and emerging.

We would also like to extend that respect to other Aboriginal and Torres Strait Islander people in our region.

The development of this Business Case is proudly funded by the Queensland Government's Building our Regions program.



This project was proudly completed by CPR Group, April 2022, revised and reprinted June 2022

www.cprgroup.com.au  
PO Box 2092, Sunshine Plaza Qld 4558

# EXECUTIVE SUMMARY

Through redevelopment and implementation of a changed operating model, the Harvey Road Sports and Events Precinct has the potential to become one of only two rugby league facilities in regional Queensland and one of four facilities Queensland-wide with six full size fields available in the one precinct. Delivery of the planned concept would make the Harvey Road facility the one-and-only precinct to boast all six full size fields serviced by change rooms. These outcomes would make the facility unique and extremely attractive to regional, state and national carnivals for all ages, including rugby league and other major rectangular field sports codes. The proposed redevelopment of the Harvey Road Sports and Events Precinct would create significant sports tourism benefits for the Gladstone region.

## KEY POINTS

- Harvey Road Sports and Events Precinct would become Queensland's only sporting facility with six full size rectangular playing fields all serviced by change rooms
- Facility could accommodate major sporting and cultural events, with crowds over 10,000
- Streamlined day-to-day sporting use, enhanced participation opportunities and less burden on local volunteers
- Project feasibility confirmed through extensive planning and consultation
- Up to three major events each year, generating significant sports tourism for Gladstone
- 222 new local FTE jobs during construction
- A minimum of 3.8 new FTE jobs during regular operation
- 70 new part time jobs during events
- Council investment (complemented by external funding) could be \$10,100,075 for full redevelopment, compared with \$8,765,010 to achieve minimum safety, access and field surface quality standards

The addition of a premier field and 2,000 seat grandstand to state level standard with the ability to accommodate television broadcasting brings the opportunity to host showcase games for all rectangular field sports, including National Rugby League (NRL) games. This facility would also fill the gap that exists in Gladstone's ability to accommodate large outdoor events for crowds in excess of 10,000 people. With a target to hold three large events per year, the ability for the facility to easily transition to large event mode provides opportunities for operational cost recovery, as well as boosting employment and supporting the visitor economy.

In the newly developed precinct, existing day-to-day use by rugby league, touch football and rugby union (with a combined active player base of almost 4,000) would be greatly enhanced. This would free these local clubs from the existing maintenance burden of ageing infrastructure and worn out fields and would strongly support participation growth.



Figure 1: Marley Brown Oval

Under a new management model, existing users would access the facility through a user-pays arrangement at an equivalent cost to their current facility maintenance expenditure. All existing major users would have access to a club room and storage and could utilise the entire facility for weekly fixtures and club carnivals if required. Importantly, this provides an opportunity to streamline and enhance the local junior rugby league competition, which currently runs 80 games from Friday to Sunday every weekend during the winter sporting season. By accessing the entire redeveloped facility, these weekly fixtures could all be held on one weekend-day. This would greatly reduce pressure on valuable local rugby league volunteers, thereby enhancing organisational sustainability for Rugby League Gladstone.

While an effective user pays / whole-of-facility management scenario can be achieved via various potential operational models, this Business Case assumes that the redeveloped facility will be capably operated by Council as an extension of Council's existing, highly successful Gladstone Entertainment Convention Centre operations. A facility user group comprising club representatives would contribute to field allocation, scheduling and operational decisions.

The feasibility of the Harvey Road Sports and Events Precinct redevelopment project has been well established. An extensive options analysis, feasibility and risk assessment, and planning process have been completed, along with extensive user and stakeholder consultation. Alternative sites were considered, as were various options for positioning the premier field and grandstand within the existing Harvey Road Sports and Events Precinct, including the current location of Marley Brown Oval. Locating the premier field and grandstand in the centre of the precinct's reserve land was selected as the ideal option.

Likely legislative and planning issues have been thoroughly investigated through completion of the following detailed assessments, all of which have been supported by stakeholder engagement:

- Ecological
- Flooding and stormwater
- Traffic
- Town planning
- Heritage
- European cultural heritage and aboriginal cultural heritage
- Geotechnical investigations
- Building condition
- Acoustic engineering
- Electrical services
- Civil engineering
- Sports assessments

All assessments completed to date suggest there are no severe risks that would compromise the project.

Currently at concept design stage, the project is ready to immediately proceed to detailed design and development applications. Project management will be led by Council's experienced internal project delivery team.

A transitional strategy with options has been formulated to ensure that existing users can continue to operate during the two year construction period, which sits within a total five-year project delivery timeframe.

Costed at \$50,500,374 to construct, the Harvey Road Sports and Events Precinct redevelopment demonstrates substantial economic benefits for community infrastructure. The 30-year discounted cash flow included within this Business Case results in a net present value (NPV) of \$14,333,180 and a benefit to cost ratio (BCR) of 1.22. The costed benefits from this project are generated through construction, growth in service delivery, an increase in carnivals, events and participation, sports tourism and post-construction employment.

Social benefits are delivered by increased and aspirational participation in sport and events, inflated by Gladstone's position as a rugby league centric town, where the additional visibility and value of rugby league is strongly recognised by the wider community. A sense of belonging, while having fun, provides powerful reasons to become involved and remain active in sport.

Since the existing facility requires a significant amount of improvements to meet compliance, accessibility and playing surface standards, there is no option for Council to do nothing. The minimum investment to bring the existing sports precinct up to minimum safety, access and field surface quality standards would be \$8,765,010. It is important to note that in an 80% externally government funded scenario, the investment required by Council would be \$10,100,075 for the full redevelopment project.

The Harvey Road Sports and Events Precinct redevelopment represents a sound, strategically aligned investment for Council, government and private partners. This project will provide improved, renewed and unique community infrastructure, which can recover operational costs and deliver significant long-term social and economic benefits for the Gladstone region.



Figure 2: Marley Brown Oval

# 1. PROJECT DESCRIPTION

The Harvey Road Sports and Events Precinct Redevelopment Project aims to provide the greater Gladstone Region with a major sport and event stadium suitable for national and regional sporting games and carnivals and large outdoor events, while also meeting the needs of local day-to-day use.

The Sports Precinct will be redeveloped to include a main premier field and stadium used to host high level local, regional, state and national rugby league, rugby union, touch football and football (soccer) games, as well as open air concerts and entertainment events. The venue will accommodate crowds in excess of 10,000 people; 2,000 of those formally seated in a covered grandstand, with the remainder on earth mounds and temporary seating. The wider precinct, with an additional 6 rectangular playing fields, will serve the day-to-day local usage needs of rugby league, rugby union, touch football and local schools. This redevelopment project will extend the precinct's ability to host large sporting carnivals (to national level) and open air festivals.



Figure 3: 3D rendering of final project

## 2. PROJECT DETAILS

### PROJECT SCOPE

The Harvey Road Sports and Events Precinct redevelopment will upgrade existing sporting facilities at Harvey Road (including Lot 2 on SP218092, Lot 22 on CTN1622 and Lot 25 on C15493). This project will provide the greater Gladstone Region with a major sport and event stadium suitable for national and regional sporting games and carnivals and large outdoor events, while also meeting the needs of local day-to-day use. The redevelopment will replace existing infrastructure, which:

- Is at the end of its useful life;
- Has fundamental access and compliance issues;
- Is not entirely fit-for-purpose; and
- Presents an excessive maintenance burden to existing users.

Importantly, the facility will include 6.5 rectangular irrigated and lit playing fields, all serviced by change rooms, serveries and administrative areas. Of these fields, one will be of premier quality, supported by a 2,000 person covered grandstand and a 10,000 person crowd capacity. A crowd capacity well in excess of 15,000 is expected for open air concerts.

In addition to providing 2,000 covered seats in tiered configuration, the new premier grandstand will also provide facilities to support large scale events. This includes reception and foyer areas, two food and beverage outlet areas, public amenities (including accessible amenities), kitchen and function room. Office spaces are included for facility management.

Player facilities are scaled at “State” level in accordance with the National Rugby League (NRL) Community Rugby League Preferred Facility Guidelines (May 2021)<sup>1</sup>. This guide suggests a State level facility is “a high standard premier facility that is used for major events and second tier competitions below the NRL Premiership (i.e. NSW and QLD major competitions and representative fixtures). State facilities may also service the highest level of competition in the broader region and be a nominated venue for finals and/or marquee games (i.e. NRL Premiership games).”

These facilities include four change rooms (supported by showers, toilets, strapping rooms, doctors’ rooms), drug testing room, referees rooms, two coaches boxes, PA / timekeeping box, facilities to support television broadcast, interchange seating, gymnasium, flexible club room space with amenities, and storage (including field storage).

Figure 3 and Figure 4 are a depiction of the final project.



Figure 4: 3D rendering of final project

<sup>1</sup> Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

The diagram below shows the conversion from the existing facilities to the new facilities.

### EXISTING FACILITIES



Figure 5: Existing facilities aerial

#### Centre of Excellence Building

- 4 x female dressing sheds
- Community meeting room
- Kitchen
- 3 air conditioned offices
- Male and female shower and toilets
- 2 x store rooms

#### Centre of Excellence Building

- Retain and repurpose to provide recreational and operational club space
- Change rooms and other infrastructure to service Marley Brown Oval and North-East Field

#### Marley Brown Grandstand

End of useful life infrastructure with fundamental access and compliance issues. Includes:

- 1,000 seat grandstand
- 4 x dressing sheds (mens)
- Toilets and showers
- 1 x first aid room
- Storage and caged equipment area
- Bar and canteen
- 10 x enclosed/locked corporate boxes
- 1 x enclosed/locked broadcast box
- Free standing ticket box, canteen and bar
- Existing game day crowd capacity = 5,900**
- Touch football clubhouse:
  - 2 x change rooms (unused)
  - Public toilets (downstairs and upstairs)
  - Bar
  - Large conference room
  - Administration office
  - Caretakers residence (very poor condition)

#### New stadium (central reserve land)

- Includes:
- Tiered 2,000 seat grandstand
  - Club room with amenities (convertible to a change room)
  - Storage (including field storage)
  - 4 x change rooms (showers, toilets, strapping room, doctors' room)
  - Drug testing room
  - Referees' rooms
  - Interchange seating
  - 2 x coaches' boxes
  - PA / timekeeping box / television requirements
  - Office spaces
  - Gymnasium
  - 2 x food and beverage outlet areas
  - Public amenities (accessible)
  - Kitchen
  - Function room
  - New game day crowd capacity = 10,000**

#### Junior Rugby League building (including grandstands)

- 4 x dressing sheds (boys) (communal shower, single shower, single toilet)
- 1 x first aid room
- 1 x referee room
- Storage
- Canteen (three window frontage)- external cool room
- Public toilets
- Commentator's box (scoreboards)
- Meeting room
- Administration office

#### Junior Rugby League Building

- Retain, upgrade and repurpose to provide recreational and operational club space
- Change rooms and canteen to service two Northern Reserve fields
- Retain field-side grandstand

#### Onsite car parking (293)

#### Onsite car parking (711)

- Existing northern car park (198 parking bays)
- Redeveloped central car park (100 parking bays and 3 bus set-downs)
- New southern car park (413 parking bays)

#### Fields

- Marley Brown Oval Fields (current 1 x showcase field with incorrect orientation and constrained infield areas with poor drainage)
- North-East Field (mod size)
- 2 x JRL Fields (northern reserve)
- 6 x Touch Fields (southern reserve)
- All fields with poor drainage and soil quality and end of life irrigation system

#### Fields

- With upgraded surface, irrigation and lights to sustain high usage
- 1 premier rectangular field (NRL capable)
- 1 upgraded Marley Brown Oval
- 4 full size rectangular fields (southern and northern reserve)
- 1 mod field (North-East field)
- Provides a total 6.5 full size rectangular fields or converted to 13 touch fields

#### Traffic flow

- Congestion common around northern and commercial neighbours

#### Traffic flow

- Traffic rerouting to central and southern areas

### NEW FACILITIES

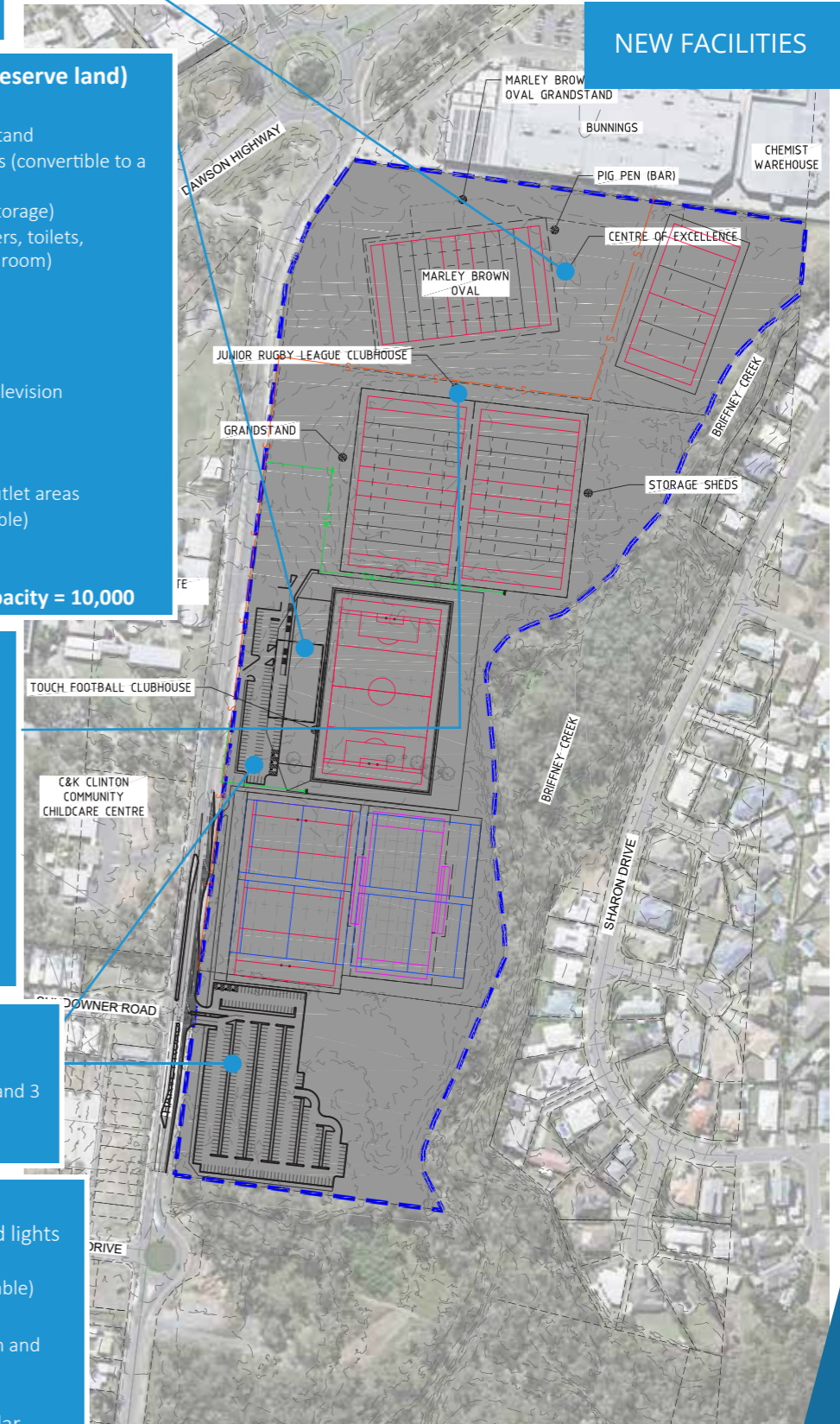


Figure 6: New facilities plan

The images below show proposed floor plans for the three-level premier grandstand.

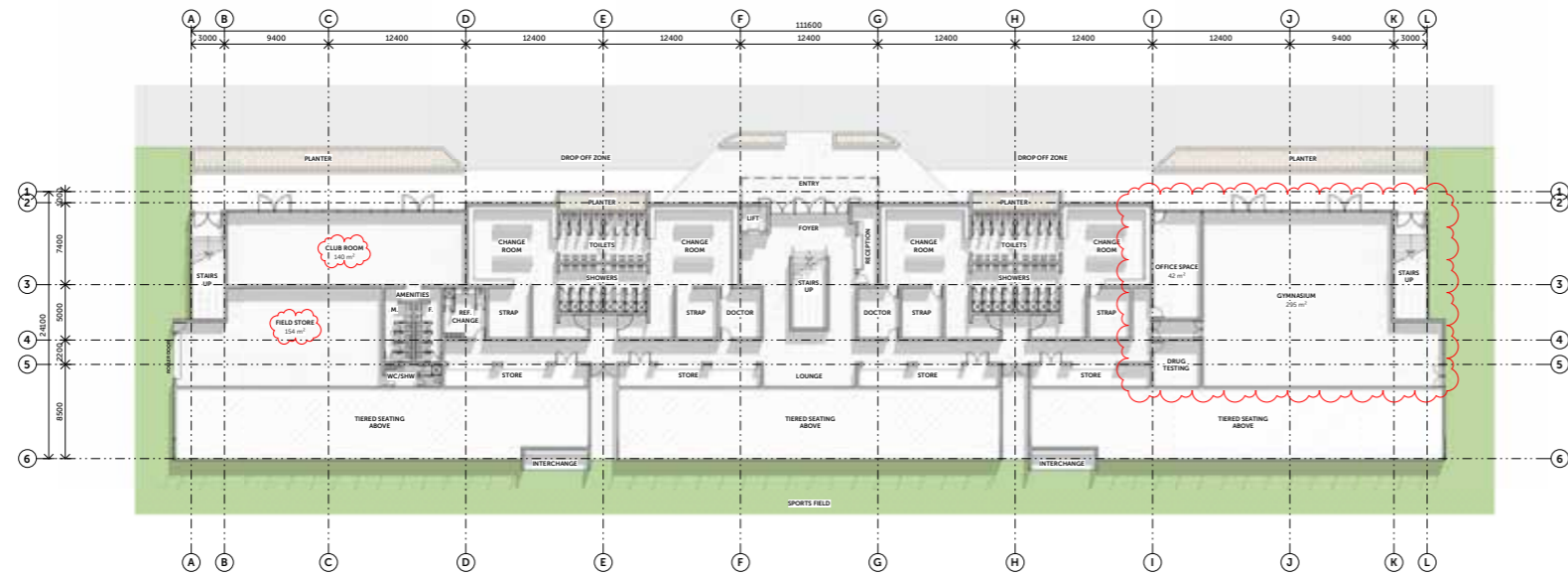


Figure 7: Harvey Road Sports and Events Precinct Preliminary CAD Drawing - Ground Floor (BSPN Architecture)

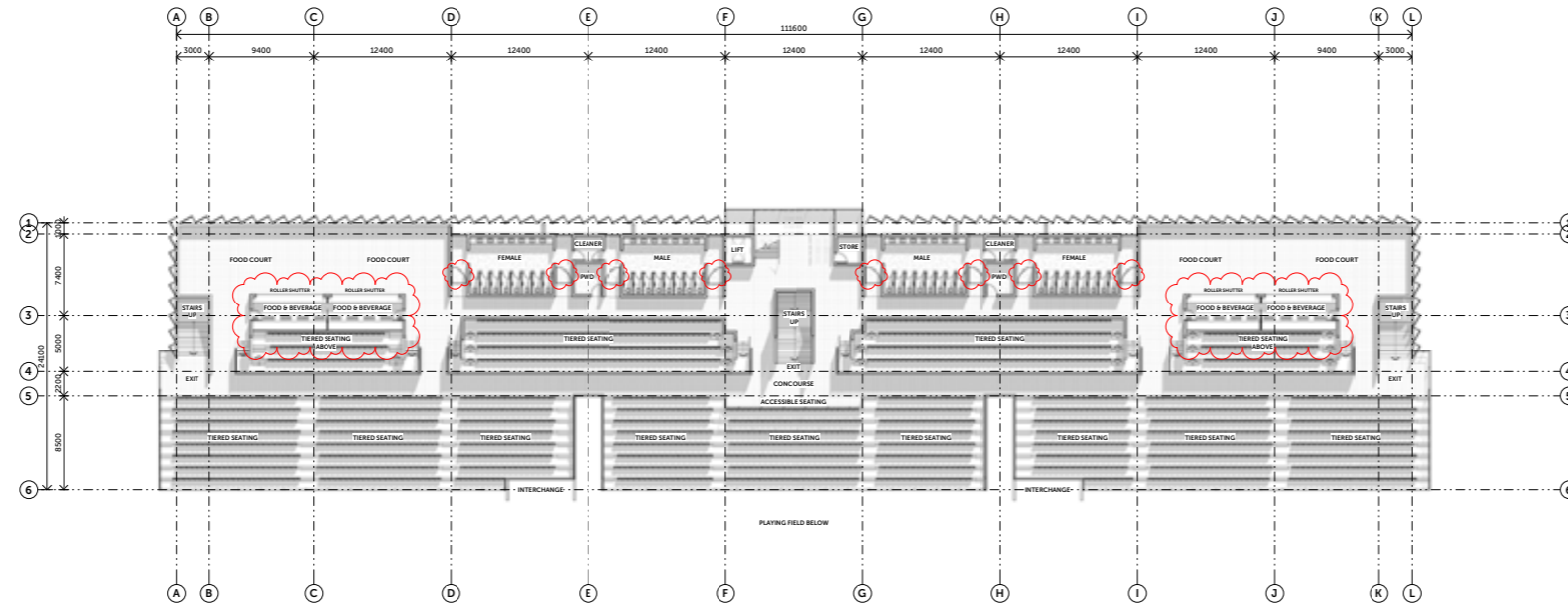


Figure 8: Harvey Road Sports and Events Precinct Preliminary CAD Drawing - Level 1 (BSPN Architecture)

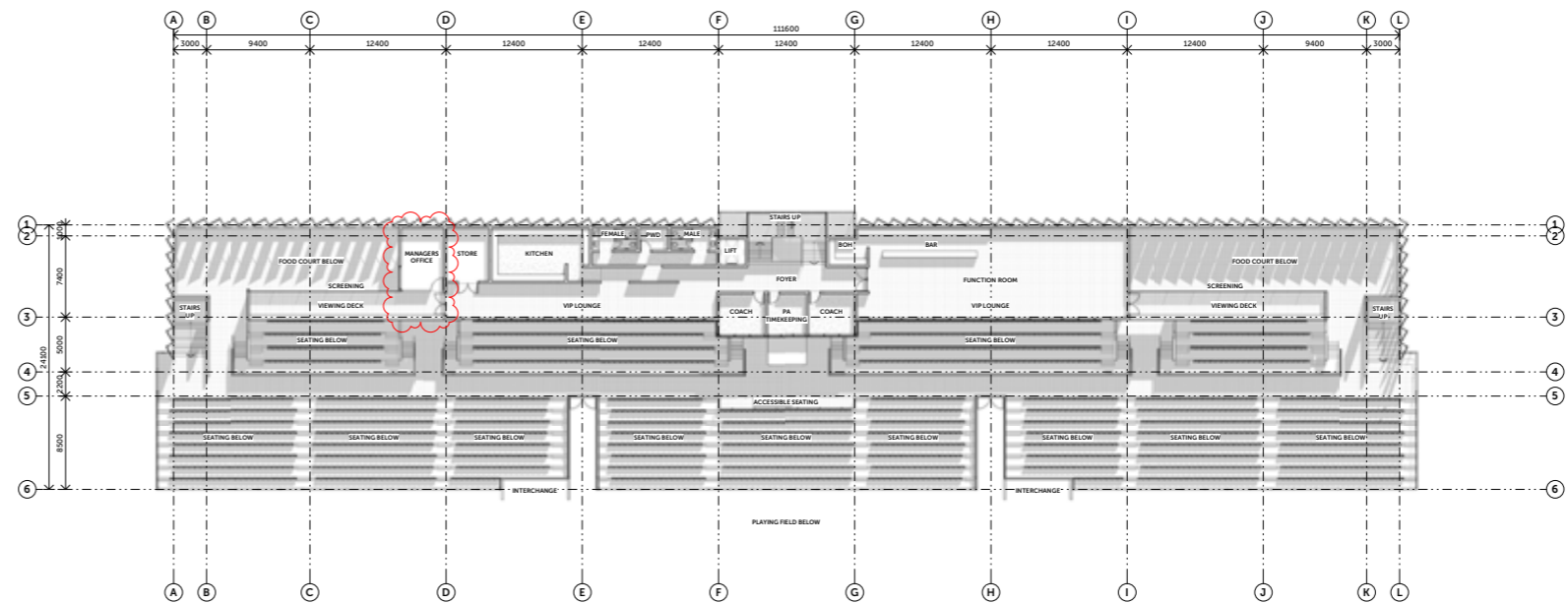


Figure 9: Harvey Road Sports and Events Precinct Preliminary CAD Drawing - Level 2 (BSPN Architecture)

\*Note: Red revision clouds note specific areas of the design which will be further clarified with stakeholder consultation during the detailed design phase of the project in close consultation with facility users.



## PROJECT LOCATION

The Harvey Road Sports and Events Precinct is situated in the Central Queensland coastal city of Gladstone.

Gladstone is 517km by road north-west of Brisbane, and 108km south-east of Rockhampton. Situated between the Calliope and Boyne Rivers, Gladstone is home to Queensland's largest multi-commodity shipping port, the Port of Gladstone.



Figure 10: Map of Queensland © State of Queensland (Department of Resources) 2022

The Harvey Road Sports and Events Precinct is located just off the Dawson Highway on Harvey Road, 6km south-west from the Gladstone city centre and is strategically situated just 1.3km from Gladstone Airport.

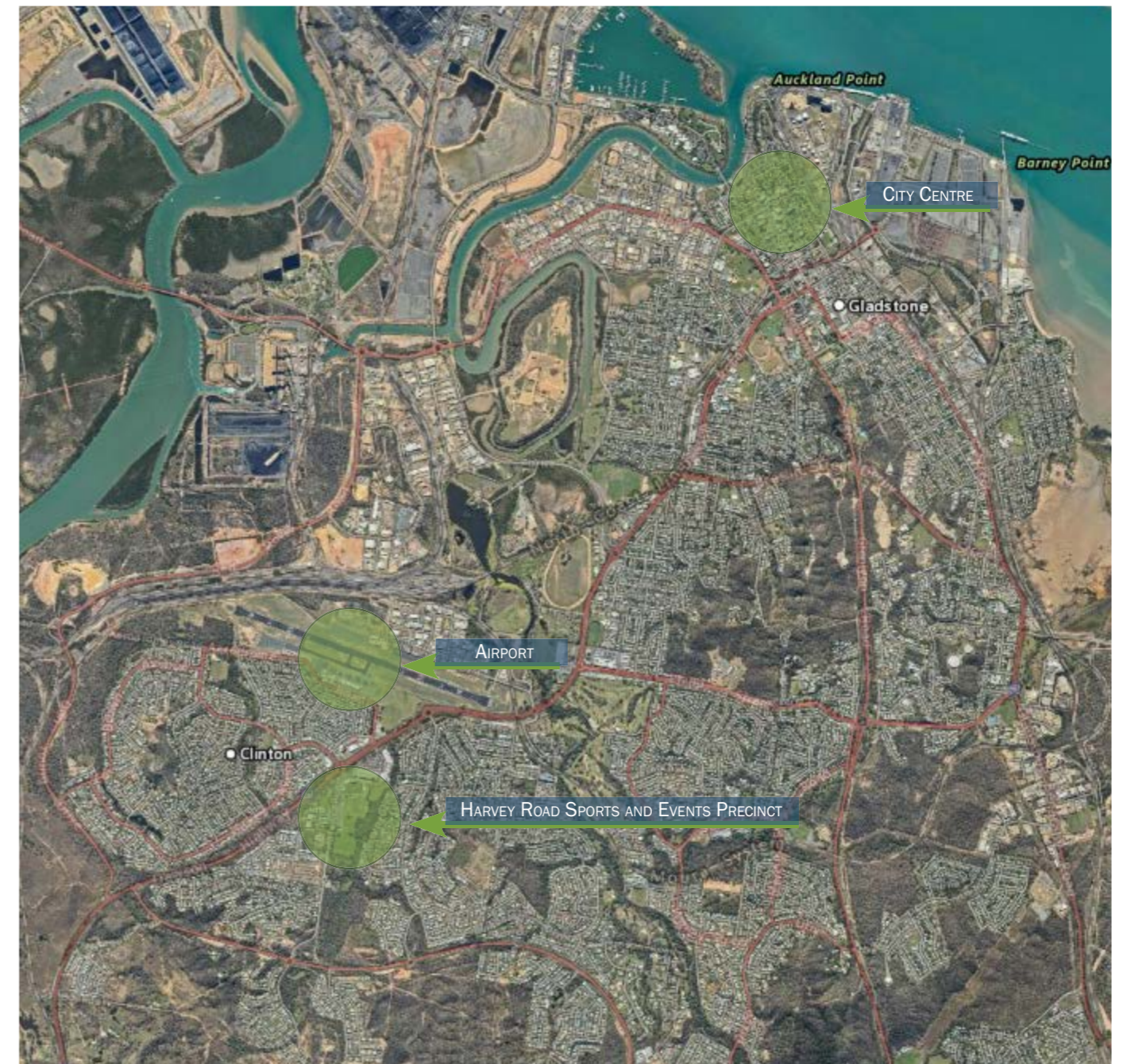


Figure 11: Map of Gladstone © State of Queensland (Department of Resources) 2022

## SITE DESCRIPTION

The subject site comprises three individual properties, which are properly described as Lot 2 on SP218092, Lot 22 on CTN1622 and Lot 25 on C15493. The three lots have a total area of 14.43ha and 550m frontage to Harvey Road. Lot 176 on SP294310 at the southern end of the site was initially considered within the development, but is not utilised within the final concept.

The two northern lots (Lot 2 on SP218092 and Lot 22 on CTN1622) are currently utilised as sporting fields, containing rugby league, rugby union and touch football fields and ancillary facilities (clubhouses, amenities, parking, storage sheds etc). The southern lot (Lot 25 on C15493) is currently undeveloped, containing vegetation across the majority of the lot. Lot 176 on SP294310 is similar vegetated, however this lot is not included within the final concept.

The site is subject to a dual zoning, inclusive of both the Sport and Recreation Zone to the north and the Low Density Residential Zone on the southern property (Lot 25 C15493).

[Figure 12](#) below provides a locality plan detailing the extent of the subject site, while [Figure 13](#) shows an aerial photograph of the site in its current state.



Figure 12: Site Locality Plan (Courtesy: DAMS)<sup>2</sup>



Figure 13: Site Aerial Photograph (Courtesy: DAMS)<sup>3</sup>

<sup>2</sup> Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022  
<sup>3</sup> Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

# SITE ASSESSMENT

The Harvey Road Sports and Events Precinct is dual-zoned, with the Sport and Recreation Zone mapped over the two northern properties and the Low Density Residential Zone mapped over the southern parcel.

The proposed redevelopment is consistent with the purpose of the reserve and will be completed by Gladstone Regional Council (GRC / Council) as trustee of the land. If the development is considered to be the land use category of *Outdoor Sport and Recreation*, it would be supported in the *Sport and Recreation Zone* and listed as *Accepted Development Subject to Requirements*. The Low Density Residential Zone (on Lot 25 only) triggers *Outdoor Sport and Recreation to Impact Assessable Development*. However, only the proposed car park will be located on this land parcel.

A Technical Feasibility Assessment<sup>4</sup> determined that the Central design option (see [Figure 15](#)) was the most feasible of the options assessed. Technical assessments and cost estimates were therefore based only on this design option.



Figure 14: North field concept option



Figure 15: Centre field concept option



Figure 16: South field concept option

4 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

To assess the merits of the selected central design option, the Technical Feasibility Assessment included preliminary technical investigations across several engineering and environmental disciplines critical to the redevelopment of the sports precinct.

The technical assessments generally identified that **no severe risks existed**, which would compromise the delivery of the proposed project.

The impacts of environmental risks which exist on site (flooding and endangered regional ecosystem) can be mitigated through the detailed design stage. Additional flood modelling determined that the preliminary civil design did not have adverse hydraulic impacts upon private property external to the site and generally maintains the hydraulic characteristics of Briffney Creek.

The traffic assessment concluded that sufficient capacity existed within the Dawson Highway / Harvey Road corridors to accommodate traffic volumes generated by event traffic and that additional car parking would be required to cater for increased event demand, delivered (within the maximum parameter values) by a proposed Southern car park and new intersection to Harvey Road.

Condition assessments of existing structures identified buildings in various conditions and states of compliance with current standards. These assessments identified no issues associated with the more modern, recent structures on-site. However, serious issues were identified in relation to the Marley Brown grandstand's failure to meet best practice, with these issues likely to attract significant costs to remedy.

A noise impact assessment, which gave consideration to all potential noise generating sources, found the proposed concept would be able to comply with relevant noise criteria at nearby residential areas, so long as mitigation measures and strategies were implemented within the sports and events precinct.

While the placement of the premier field and grandstand in the centre of the reserve (evaluated as the central option) is spatially constrained, a solution was found to ensure that the premier field provides sufficient space. The central option positions the premier field and grandstand between the existing car park and the Briffney Creek corridor, which contains mapped endangered regional ecosystems. To adequately accommodate the field and event infrastructure, while not encroaching upon the creek line, the grandstand has been located further west within the site, where the existing car park and touch football clubhouse are currently located. This option provides an ideal overall precinct layout, maximising the number of full size rugby league fields and giving the main facility a central location. See [Figure 17](#): Site Plan Map.

Gladstone Regional Council's Pedestrian and Cycle Strategy 2017 indicates potential footpath links throughout the Harvey Road Precinct. It is expected that the redevelopment works planned for the southern end of the precinct will provide opportunities to install a footpath all the way along Harvey Road facilitating the links identified in the Pedestrian and Cycle Strategy. This should be considered within the detailed design phase of this project.

The selected facility concept, supported by architectural drawings and overlays, has been designed to maximise available full size playing spaces, crowd areas, support infrastructure and car parking, while being environmentally conscious and avoiding areas of mapped regulated vegetation and waterways. This central option may also avoid the requirement for referral to the Department of State Development, Infrastructure, Local Government and Planning through the planning and approval process.

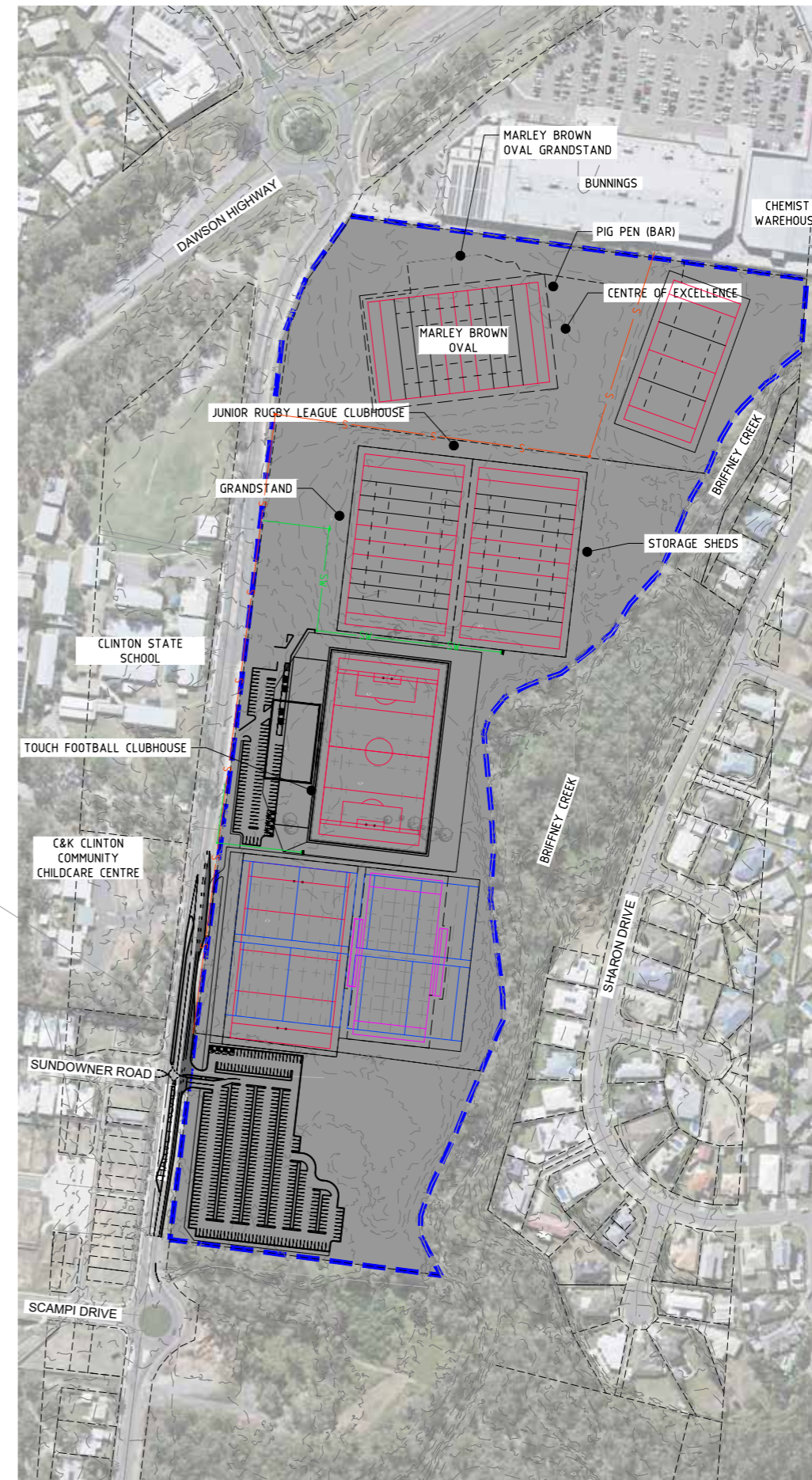


Figure 17: Site plan map

## FACILITY REQUIREMENTS

For the premier field and grandstand, the facilities are scaled at “State” level in accordance with the NRL Community Rugby League Preferred Facility Guidelines (May 2021)<sup>5</sup>. This guide suggests a State level facility is “a high standard premier facility that is used for major events and second tier competitions below the NRL Premiership (i.e. NSW and QLD major competitions and representative fixtures). State facilities may also service the highest level of competition in the broader region and be a nominated venue for finals and/or marquee games (i.e. NRL Premiership games).” These facilities will also adequately accommodate high level games for other rectangular field sports such as rugby union, football (soccer) and touch football.

Auxiliary fields and facilities have been designed to a level that is equivalent to the NRL’s regional facility hierarchy<sup>6</sup> as the facility “services a region or multiple suburbs or towns and is often included as part of a broader sport and recreational precinct that incorporates facilities for multiple sports”. While the fields have been specified to meet the rugby league field standard size, other rectangular field sports are expected to use the facility, including touch football and rugby union as regular users. In order to manage site constraints some minor, acceptable variations will be required to accommodate rugby union and touch football fields, such as the size of goal and interchange areas.

The dimensions of a rugby league field as stipulated by the NRL are 68m in width and 116m in length including the goal areas, which are each 8m in length<sup>7</sup>. The NRL requires an adequate run-off of  $\geq 3.0\text{m}$  for local events,  $\geq 4.0\text{m}$  for regional events and  $\geq 5.0\text{m}$  for state events. However, where possible, a new field should aim for the highest run-off area of  $\geq 5.0\text{m}$  to allow for optimum player safety.

The guidelines<sup>8</sup> also specify playing surface and drainage requirements. State level facilities must be of high quality, with an even coverage of turf and no obvious undulations. At regional and local levels, a high to medium standard playing surface is required including an even cover of turf and limited to no undulations. Each playing field should have a planned maintenance program relative to the standard of competition and should consider seasonal top-dressing, aeration, fertilisation, irrigation system maintenance and weed and pest control measures. Appropriately designed surface and sub-surface drainage and the development of a good overall maintenance plan for sports field drainage is critical in enhancing the participant experience and maximising usage of the facility (meaning fewer cancelled games). Installing sub-surface drainage systems in existing playing fields may be required to improve surface quality, reduce cancellations and maximise use of existing facilities. Irrigation systems will be installed to maintain turf quality, and lighting to accommodate night time use and maximise facility utilisation.

Auxiliary facilities such as change rooms with amenities, serveries and club rooms, all at regional standard, will service the auxiliary fields. In consultation with occupying clubs during the detailed design phase of this project, the auxiliary areas can be further refined to ensure the day-to-day users’ needs are fully met and the facilities are flexible to easily transition to accommodate events. This includes important aspects such as exclusive convenient storage and office spaces.

The facility includes a numbers of spaces that allow the facility to transition to accommodative large events. This includes areas to set up television broadcast requirements and includes a dedicated area for the media truck to park. A flexible PA system which can service the whole or parts of the facility is also important.

The premier grandstand and field have been designed to accommodate crowds in excess of 10,000 people at a sports game. This has been achieved with a combination of a 2,000 person grandstand, a grass mound along the eastern sideline and strategically placed portable grandstands behind the in-goal areas. 8,000 people will be accommodated in the 5,025m<sup>2</sup> shown in the figure below which equates to approximately 1.6 people per square metre. Less density can be achieved on the grass mound area by using portable grandstands behind the in-goals which allow for approximately 3.5 to 4.5 people per square metre. For outdoor events such as music concerts the crowd capacity may be increased by the use of the field area for seating.

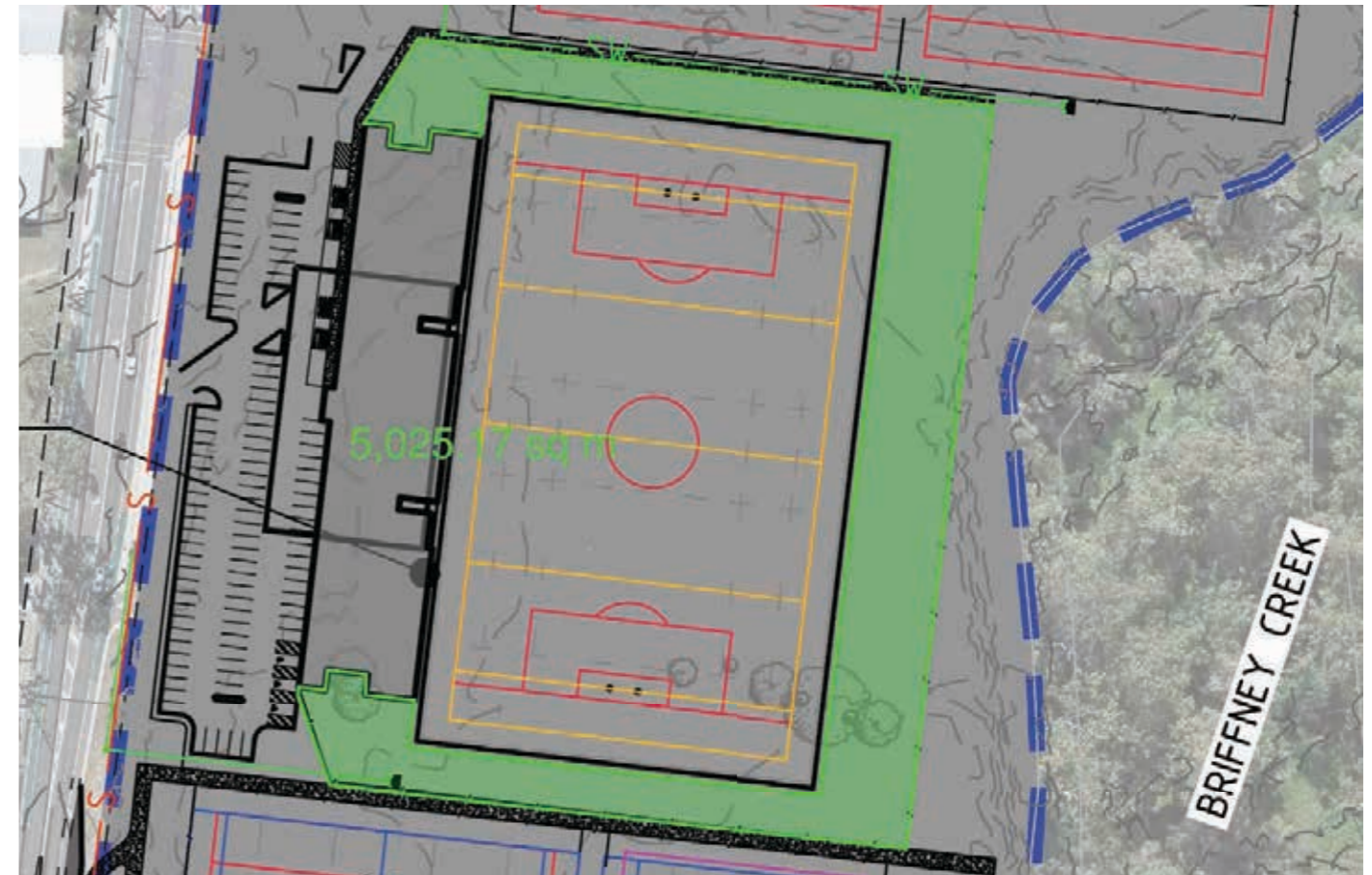


Figure 18: Site plan - crowd area

The facility will be used in a number of configurations to accommodate:

- Day-to-day use;
- Small carnivals and competitions potentially held at the same time; and
- Showcase sports games and events, which may be conducted using only the premier grandstand and field, or the entire precinct.

The Touch Fields usage scenario demonstrates the placement of full sized touch fields with allowance for interchange boxes rather than touch compromising to utilise half rugby league fields. Full sized touch fields are preferred for high level and representative level touch.

5 Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

6 Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

7 Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

8 Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

# USAGE SCENARIOS

## DAILY USE MODE



Figure 19: Usage scenario - daily use

## TOUCH FIELDS



Figure 20: Usage scenario - touch fields

MINI CARNIVAL MODE



Figure 21: Usage scenario - mini carnival mode

CARNIVAL MODE



Figure 22: Usage scenario - carnival mode

EVENT MODE



Figure 23: Usage scenario - event mode

FESTIVAL MODE



Figure 24: Usage scenario - festival mode



## CONCEPT DESIGN

The Technical Feasibility Report provides concept images, which demonstrate how the new facility may look. These images support the aerial views of the concept, provided on [page 4](#).



Figure 25: 3D rendering of Harvey Road Sports and Events Precinct entrance



Figure 26: 3D rendering of Harvey Road Sports and Events Precinct stadium

## PROJECT OBJECTIVES

The Harvey Road Sports and Events Precinct Redevelopment Project aims to provide the greater Gladstone Region with a major sport and event stadium suitable for national sporting games, regional level carnivals and large outdoor events, while meeting the needs of local day-to-day use. The project will replace existing infrastructure which is at the end of its useful life, has fundamental access and compliance issues, is not entirely fit-for-purpose and presents an excessive maintenance burden to existing users.

For this project to be a success, it needs to be:

1. Well designed and functional for both everyday use and occasional large event use
2. Well utilised by existing and occasional users because the facility is fit-for-purpose, flexible and easy to maintain
3. Of a suitable size and layout to accommodate existing participation and attendance but also the anticipated growth likely to occur within the facility's useful life
4. Supported by a community who are proud to have the facility in their region
5. Feasible, so that financial investment is easy to justify and attract
6. Sustainably operated, striking a balance between maintenance costs and resources, and income generation

Current issues that will be overcome by this project include:

- Very heavily used junior rugby league fields which are difficult and costly to maintain due to heavy use
- Existing infrastructure (in some cases ageing) presents an unviable maintenance burden for existing users (Rugby League Gladstone and Gladstone Touch Association)
- The whole facility is not used/managed as one, limiting opportunities to attract large carnivals (>6 fields)
- There is shared usage conflict between rugby league and rugby union (with rugby union not having a "home", sufficient storage or room to grow)
- NRL games will not be held at facility in current configuration due to previous challenges, including field orientation and broadcast problems, drains within run-off space and limited ability to accommodate crowds
- Gladstone does not currently have a large outdoor event venue

## DEFERRAL IMPACTS

Delays in this project have already seen significant opportunities missed for Gladstone to attract additional economic benefits. It is important to deliver this project as soon as possible to ensure no further opportunities are missed.

In 2021, due to the COVID pandemic, all NRL teams were based in Queensland. As a result many games were held in regional centres (including Browne Park in nearby Rockhampton and BB Print Stadium in Mackay). With Gladstone Coal Exporters Sports Complex (AKA Marley Brown Oval) not to standard, the option to host these games was not available to Gladstone.

Other project benefits can also be realised more quickly if the project is delivered. These include a more sustainable operating model for Rugby League Gladstone, including field surfaces which are more tolerant of the high level of use they receive and expansion of the Jason Hetherington Gary Larson Cup.



Figure 27: SOURCE: Image Box 4680

# 3. PROJECT BACKGROUND

The Harvey Road Sports and Events Precinct redevelopment project was conceived following the successful hosting of a mid-season NRL game between the Gold Coast Titans and Manly Sea Eagles in April 2018 on Marley Brown Oval. With tickets selling out quickly, it was apparent that Gladstone could easily attract many more spectators than the venue's current 5,900-person capacity and increase the economic benefits resulting from major events.

However, due to Marley Brown Oval's limitations, with the field oriented in the wrong direction (east/west rather than north/south) for day time television broadcasting and field runoffs too tightly constrained by existing infrastructure, the NRL indicated that more games were unlikely to be held on Marley Brown Oval unless major upgrades were completed.

Gladstone Coal Exporters Sports Complex (known also as Marley Brown Oval) at the northern end of the Harvey Road Sports and Events Precinct, has long been the home of rugby league in Gladstone, with Rugby League Gladstone long term tenants (with >1,600 junior and senior members). Given this, upgrading the existing facility seemed the most obvious solution to cater for high level games and at the same time, improve the overall facility for regular sporting usage. Other brownfield and greenfield sites were considered but were ruled out due to major site challenges such as tenure, access and location.

To consider upgrade options for Gladstone Coal Exporters Sports Complex, Council commissioned a master plan which was completed in August 2019. The preferred master plan option reoriented the existing field north/south and replaced the existing grandstand and junior rugby league facilities with stadium infrastructure on the western side of the field. However this option was ruled out due to the dissatisfaction expressed during stakeholder consultation with neighbours ALH Group, operators of the Harvey Road Tavern (whose existing vista onto Marley Brown Oval and natural light source would be blocked by the new stadium). Consultation with Rugby League Gladstone also revealed their unease with the demolition of existing junior rugby league facilities.

Further concept options were presented to the various stakeholders as part of this Business Case in 2021, leading to the decision to locate the stadium and main field on reserve land within the Harvey Road Sports and Events Precinct, to the south of Gladstone Coal Exporters Sports Complex. A number of benefits were realised within this solution, including:

- Avoidance of space constraints presented by the Gladstone Coal Exporters Sports Complex site, thereby providing more flexibility with the stadium design;
- Likely reduction in parking and traffic conflict between site users and Harvey Road Tavern customers;
- Enhanced field use in both everyday and carnival use formats; and
- Infrastructure decommissions supporting more viable day-to-day operation.

To better determine the best location for the main field, engineers, architects and technical experts were contracted to conduct a constructability review. This review identified that the main field would be best located in the central portion of the reserve land within the Harvey Road Sports and Events Precinct.

This solution has provided an opportunity to review the governance and operation of the site to target increased viability for existing users and more flexible and intensified community use for regional economic benefits.

Prioritisation of this proposed redevelopment project will expedite the realisation of significant economic, social and viability benefits for the Gladstone Region and will support existing user groups to take full advantage of the site's opportunities.

## HISTORY

Development commenced on the Gladstone Coal Exporters Sports Complex area (now lots 1 and 2 on SP218092) (AKA Marley Brown Oval) in 1972 after it was purchased with a loan by Gladstone Rugby Football League, with club committee members acting as guarantors. The first games were played here in 1976.

In the late 1970s junior fields were established at the southern end of the Harvey Road site (now Lot 22 on CTN1622). It wasn't until the early 1990s that the central part of this site was developed into fields for junior rugby league, leaving touch to exclusively occupy and lease the southern fields. This occupancy remains today.

In 1988, a clubhouse and leagues club was opened on the Marley Brown Oval site, followed by the grandstand construction in 1995. In 2000 the club undertook a major development of the leagues club, which was eventually sold to a private company in 2002 and the land was then divided and sold again in 2008. This sale resulted in the current situation where the land area known as SP218092 is divided into two lots (Lot 1 and Lot 2).

Lot 1 houses the Harvey Road Tavern, privately owned and operated by ALH Group. Lot 2, on which the fields and grandstand are located, is owned by Gladstone Ports Corporation Limited, which leases the land to Gladstone Regional Council (expiring 31/12/2084). Council subleases Lot 2 on SP218092 to Rugby League Gladstone.

## DEMOGRAPHICS

The Harvey Road Sports and Events Precinct provides rectangular playing fields for rugby league, touch football and rugby union for the residents of Gladstone and the wider region.

### Gladstone<sup>9</sup>

The estimated resident population for the Gladstone Local Government Area (LGA) from the 2016 Census was 61,599, compared with 59,461 in 2011. This represents a population increase of 3,707 persons, or an annualised growth rate of 1.3%.

Gladstone's 2021 estimated residential population is 64,186. From 2011 to 2021 the estimated resident population of Gladstone Region increased from 59,461 to 64,186 people. This represents an annualised growth rate of 0.77%, compared with 0.54% for all of Central Queensland (SA4).

Harvey Road Sports and Events Precinct is situated in the Clinton- New Auckland SA2 area. This area is estimated to be the second fastest growing SA2 in the Gladstone LGA, with a growth rate of 1.22% per year.

The below data, obtained from the 2016 Census<sup>10</sup>, tells the story of a region comprising large families, with skilled trades workers generating a higher than average income.

The median age of people in Gladstone in 2016 was 35 years, which is three years younger than Australia's median age of 38. Children aged 0-14 years made up 22.6% of the Gladstone population while in Australia as a whole, children aged 0-14 years made up 19.7% of the population.

Of the families in Gladstone, 45.5% were couple families with children, 39.4% were couple families without children and 14% were one parent families. Compared with Australia, this represents a higher percentage of couple families with children and a lower percentage of one parent families. Family households in Gladstone made up 74.3% of all households, which is a higher percentage than all of Australia (71.3%). In Gladstone 43% of houses comprised 4 or more bedrooms, a significantly higher percentage than Australia (32.2%).

While the SEIFA index of Gladstone of 964 indicates a slightly lower socio-economic level than average, the median weekly family income in Gladstone was \$1,918, higher than Queensland at \$1,661 and Australia at \$1,734.

The most common occupations in Gladstone included technicians and trades workers (21.4%), professionals (13.6%), labourers (12.9%), machinery operators and drivers (12.4%), and clerical and administrative workers (10.8%).

Of the employed people in Gladstone, 5.4% worked in alumina production. Other major industries of employment included aluminium smelting (3.6%), engineering design and engineering consulting services (3.2%), supermarket and grocery stores (3.0%) and primary education (3.0%).

Gladstone had a high percentage of people who reported having completed a Certificate Level III as their highest level of educational attainment (22.5%).

## Central Queensland<sup>11</sup>

Central Queensland (SA4 308) has a 2021 estimated resident population of 229,092. From 2011 to 2021 the estimated resident population of the Central Queensland SA4 area increased from 217,123 people to 229,092 people. This represents an annualised growth rate of 0.54%.

The single largest age cohort in Central Queensland (SA4) is "5-9 years" with 16,604 people, representing 7.52% of the population. The median age is 36 years and the overall ratio of males to females is 1 male to 0.967 female. The largest life stage group in Central Queensland (SA4) is "Working Age (30 to 64 years)" representing 46.2% of the overall population.

The average weekly income in Central Queensland (SA4) is \$664 (\$34,526 pa) and the labour force participation rate is 61.77%.

## Rugby league

In 2021 Queensland Rugby League (QRL) reported its highest community participation level in six years, with 62,330 players signing on.<sup>12</sup>

In 2021 the largest growth in playing participation was in the 13 to 18 years age group (6% increase). Senior participation (19 years and older) also increased by 3%. Female participation grew by 6%.<sup>13</sup>

Ausplay<sup>14</sup> suggests that nationally 0.8% of the adult population (15 years and over) participate in rugby league. For children 0-14 years, 2.8% of the national population participate in rugby league. For adults, male participation makes up 85% of participation and for children, boys make up 88%. For adults, the peak participation age is 15-17 years. For boys it is 9-11 years and for girls it is 5-8 years. 51% of participation in the sport is by males 15 to 24 years. 3.1% of indigenous people participate in rugby league. Overall Ausplay reports a slight decrease in overall participation in rugby league between 2001 and 2020, in line with a decline in participation in many other organised sports.

Locally in Gladstone the child (0-14 years) participation per population is 7.2%.<sup>15</sup> Significantly higher than the national (2.8%) and state (5%) participation rates. This is the same for adult participation with 1.25% of Gladstone's adults participating in rugby league- higher than both the national and state participation rates (0.8%). These very high participation rates confirm Gladstone's love of rugby league.

## Rugby union

In 2021 Queensland Rugby Union (QRU) reported growth in community rugby (up 11.69% over 2020 participation rates). This includes an increase of female participation of 48.68% in 2021 and a 30.7% increase in club participation. Women now make up more than 13% of QRU's registered players.<sup>16</sup>

Ausplay<sup>17</sup> suggests that nationally 0.7% of the adult population (15 years and over) participate in rugby union. For children 0-14 years, 1.7% of the national population play rugby. For adults, male participation makes up 85% of participation and for children, boys make up 89%. For adults, the peak participation age is 15-17 years. For children it is 9-11 years. 48% of participation in rugby is by males aged 15 to 24 years. 1.1% of indigenous people participate in rugby union.

Locally in Gladstone, rugby union participation is lower than the national and state participation rates at 0.35% for children (0-14 years) and 0.1% for adults<sup>18</sup>. This finding is explained by the dominance of rugby league within the region, even with some recent growth in local rugby union participation.

## Touch football

In 2020/21 Queensland Touch Football reported a participation increase of 10.3% amongst disruptions due to COVID shutdowns and increased restrictions on venue numbers. Senior participation had a 6.0% increase on the previous year, while junior participation had a small decrease of 0.5%.<sup>19</sup>

10 2016 Census QuickStats, Gladstone, Code 30805 (SA3) [https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/30805?opendocument](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/30805?opendocument)

11 REMPLAN Economic Modelling and Planning System © 1999—2022 REMPLAN

12 QRL 2021 Annual Report [https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21\\_annualreport\\_a4\\_digital\\_pages\\_final2.pdf](https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21_annualreport_a4_digital_pages_final2.pdf)

13 QRL 2021 Annual Report [https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21\\_annualreport\\_a4\\_digital\\_pages\\_final2.pdf](https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21_annualreport_a4_digital_pages_final2.pdf)

14 <https://www.clearinghouseforsport.gov.au/research/ausplay/results>

15 These calculations assume the Gladstone 2019 population is 63,412 people (SA2) (from .id), with 22.6% of the population aged between 0 and 14 (14,331) and 77.4% of the population are adults (49,081).

16 Queensland Reds Annual Report 2021 <https://d26phqdbpt0w91.cloudfront.net/NonVideo/903afc43-cf0e-4188-b772-134cbad32ffc.pdf>

17 <https://www.clearinghouseforsport.gov.au/research/ausplay/results>

18 These calculations assume the Gladstone 2019 population is 63,412 people (SA2) (from .id), with 22.6% of the population aged between 0 and 14 (14,331) and 77.4% of the population aged 15 years and over (49,081).

19 Queensland Touch Football Annual Report 2021 [https://qldtouch.com.au/wp-content/uploads/2021/12/QTF\\_ANNUALREPORT\\_2021\\_REDUCED-SIZE.pdf](https://qldtouch.com.au/wp-content/uploads/2021/12/QTF_ANNUALREPORT_2021_REDUCED-SIZE.pdf)

Ausplay<sup>20</sup> suggests that nationally 1.8% of the adult population (15 years and over) participate in touch football. For children 0-14 years, 2.1% of the national population play touch football. For adults, male participation makes up 62% of participation and for children, boys make up 57%. For adults, the peak participation age is 15-17 years. For children, it is 12-14 years. 21% of participation in the sport is by females aged 15 to 24 years. There are also 21% of males the same age. 3.4% of indigenous people participate in touch football. Ausplay reports a slight decrease in overall participation in touch football between 2001 and 2020, in line with a decline in participation in many other organised sports.

Locally in Gladstone the child (0-14 years) participation per population is 4.19%<sup>21</sup>. This is significantly higher than the national (2.1%) and slightly higher than the state (4%) participation rates. Local adult participation in touch football (1.09%) is lower than the national (1.8%) and state (2.6%) participation rates.

## EXISTING USE

The sports precinct at Harvey Road is already a very well-used facility.

Currently, the precinct is leased to two primary users. The northern end of the precinct including Gladstone Coal Exporters Sports Complex (AKA Marley Brown Oval) is leased and predominantly used by Rugby League Gladstone and the southern end by Gladstone Touch Association. Rugby league facilitates both junior and senior (men's and women's) competitions, with the rugby league fields in the middle of the precinct considered the junior fields.

In addition to these primary users, there are several other regular and occasional users, including without limitation:

- Gladstone Rugby Union (regular)
- Port Curtis Touch (regular)
- Various local schools
- Central Queensland Capras rugby league club
- Central Queensland Touch
- CQ Football (Soccer)
- NRL
- Brisbane Roar
- Queensland Reds

Based on current day-to-day and carnival usage across a 28 week season, it is estimated that Marley Brown Oval is used for approximately 11 hours per week. The 2.5 junior rugby league fields are used for 22 hours per week and the touch fields are used for approximately 5.9 hours per week.

It is important to note that a turf sports field can typically tolerate an upper limit of 20 to 25 hour per week before it starts to deteriorate. The estimated use of the junior rugby league fields is above this figure at 22 hours per week. If usage was spread evenly across all fields within the precinct, each field could be used for 15.8 hours per week. This reveals a 4.2 hour per field or 27.3 hour per week opportunity to increase utilisation, depending on scheduling and field recovery time for major carnivals.

The table below lists the users, uses, fields used, regularity and participation level of each use.

| Who                              | What  | Fields      | When   | Participation  |
|----------------------------------|---|-------------|--|--|
| Rugby League Gladstone - Junior  | All local games                                       | MBO and JRL | Friday to Sunday weekly during the season              | 80+ teams<br>6 clubs<br>1200 members                 |
| Rugby League Gladstone - Senior  | Some local games (mens and womens)                    | MBO         | Weekends (at least one game per weekend)               | 5 clubs<br>450 members                               |
| Rugby League Gladstone           | Jason Hetherington Gary Larson Cup-under 12s carnival | MBO and JRL | Annually in July for 3 days                            | Capped at 40 teams<br>600 players                    |
| Gladstone Rugby Union            | Training  | MBO and JRL | 2 afternoons per week during the season                | 3 teams<br>100 members                               |
| Gladstone Rugby Union            | Games   | MBO         | Saturdays<br>6 home games per season                   | 3 teams<br>100 members                               |
| Port Curtis Touch                | Local games (seniors)                                 | JRL         | Mondays and Wednesday nights                           | 240 members  |
| Rugby League Gladstone           | Rep / Rise Up training Refs                           | JRL and MBO | 2/3 afternoons per week                                | 6 groups<br>102 players                              |
| Schools rugby league (Secondary) | Nines   | JRL and MBO | Annually in Term 1<br>Must have canteen access         | 6 schools<br>3 age divisions 200 students            |
| Schools rugby league (Secondary) | Interschool Challenge                                 | JRL and MBO | Annually in Week 5, Term 2<br>Must have canteen access | 6 schools<br>3 age divisions 200 students            |
| Schools rugby league (Primary)   | Representative team trials                            | JRL         | Annually   | 160 players  |
| Schools rugby league (Primary)   | Girls competition                                     | JRL         | Annually   | 60 players   |
| Schools rugby league (Primary)   | Inter-school competition                              | JRL         | Annually   | 10 teams<br>170 players                              |
| Schools rugby league (Primary)   | Local schools training                                | JRL         | Weekly during season                                   | 3 rep teams<br>51 players                            |
| Schools rugby union              | Local schools Union games                             | JRL         | End of season  | 3 games<br>108 players                               |
| CAPRAS                           | Academy and Trials                                    | MBO         | Weekly   | 1 session  |
| Gladstone Touch Association      | Local games (juniors and seniors)                     | Touch       | Monday and Wednesday nights                            | 1100 members   |
| Central Queensland Touch         | Regional Championships                                | Touch       | Every 4 years  | 48 teams<br>672 players                              |
| Gladstone Touch Association      | Hogs Breath Cup (Junior Carnival)                     | Touch       | Annually   | 49 teams<br>686 players                              |
| CAPRAS                           | Game day  | MBO         | Twice per year   | 2 to 5 games<br>4 to 10 teams                        |
| CQ Football (Soccer)             | Semi and Finals Games                                 | MBO         | Annually   | 9 games<br>252 players                               |
| NRL                              | NRL mid season game                                   | MBO         | Once off only in April 2018                            | Titans v Sea Eagles (5,200 crowd)                    |
| Brisbane Roar                    | Pre season game and skill development                 | MBO         | Occasionally (every few years)                         | A-League pre season game<br>2 teams (3,000 crowd)    |
| Queensland Reds                  | Pre season game and skill development                 | MBO         | Occasionally (every few years)                         | Super Rugby pre season game<br>2 teams (1,200 crowd) |

Table 1: Existing usage summary

<sup>20</sup> <https://www.clearinghouseforsport.gov.au/research/ausplay/results>

<sup>21</sup> These calculations assume the Gladstone 2019 population is 63,412 people (SA2) (from .id), with 22.6% of the population aged between 0 and 14 (14,331) and 77.4% of the population aged 15 years and over (49,081).

## Facility user profiles

### Rugby League Gladstone

Gladstone is well known as a rugby league town, with recorded competitions dating back to 1918. The association has had many formats since then and currently both the junior and senior competitions are administered by Rugby League Gladstone.

Both junior and senior rugby league teams regularly use Gladstone Coal Exporters Sports Complex (AKA Marley Brown Oval) and Harvey Road Sports and Events Precinct for games, finals and other activities. Rugby League Gladstone lease their portion (the northern end) of the facility from Council and operate the site including maintenance and hiring to other users. Council currently contributes to maintenance and preparation when facility use is for major events delivered by Council.

Junior teams play all of their games on the junior fields of Harvey Road Sports and Events Precinct, Friday to Sunday. Senior teams play some of their games on Marley Brown Oval (at least one per weekend), while others are played at home grounds or in Rockhampton.

Senior men's and women's teams play in Rockhampton rugby league competitions. Junior teams play in a Gladstone competition, with all games held in Gladstone.

Local rugby league membership has remained fairly consistent, growing by a dozen or so players each year up to 2019. The lower numbers in 2021 is likely the result of recovery from no membership or activities in 2020 due to the COVID pandemic. 2022 has seen an increase almost back to pre-COVID numbers.

### MEMBERSHIP SNAPSHOT

| YEAR | JUNIORS | SENIORS | TOTAL |
|------|---------|---------|-------|
| 2017 | 1,143   | 413     | 1,556 |
| 2018 | 1,155   | 432     | 1,587 |
| 2019 | 1,180   | 459     | 1,639 |
| 2020 | -       | -       | -     |
| 2021 | 1,050   | 395     | 1,445 |
| 2022 | 1,032   | 283     | 1,585 |

Table 2: Rugby League Gladstone membership

## AGE GROUPS (BASED ON AUSPLAY AGE CATEGORIES)

|                           | 2019  | 2021 | 2022 |
|---------------------------|-------|------|------|
| Juniors 3 to 14 year old  | 1,033 | 883  | 869  |
| 15 to 18 year old         | 126   | 167  | 164  |
| Seniors 17 to 18 year old | 29    | 23   | 53   |
| 19 plus                   | 459   | 372  | 243  |

Table 3: Rugby League Gladstone membership by age groups

As per the following table, there are six clubs within Rugby League Gladstone, including three located in Gladstone and three in nearby Biloela, Calliope and Tannum.

| Club   | Location  | Junior | Senior Div 1 | Senior Div 2 | Womens |
|--|---|--------|--------------|--------------|--------|
| Past Brothers' Junior Rugby League Football Club (Gladstone) Inc. and The Past Brothers' Rugby League Football Club Gladstone Inc. | Blain Park, 1 Doug Burnett Pl, Clinton              | Y      | Y            | Y            |        |
| Valleys Junior Rugby League Football Club Inc and Valleys Rugby League Football Club Gladstone Inc.                                | Clinton Park, Aerodrome Rd, Clinton                 | Y      | Y            | Y            |        |
| Wallaby Rugby League Football Club Inc   | Albion Park, Lot 323 Tranberg St, Gladstone Central | Y      | Y            | Y            | Y      |
| Calliope Junior Rugby League Club Inc. and Calliope Rugby League Club Inc.   | Bunting Park, 34 Archer St, Calliope                | Y      | Y            | Y            |        |
| Biloela Junior Rugby League Club Inc. and Biloela Panthers Rugby League Football Club Inc.   | McQuillan Park, 252 Rainbow Street, Biloela         | Y      |              |              |        |
| Tannum Sands Rugby League Inc. and Tannum/Boyne Seagulls Junior RLFC Incorporated  | Dennis Park, 35 Pioneer Dr, Boyne Island            | Y      | Y            | Y            | Y      |

Table 4: Rugby League clubs in Gladstone

Rugby League Gladstone also facilitates developmental (representative) teams and several carnivals including the Jason Hetherington Gary Larson Cup, an under 12s carnival utilising all rugby league fields at Harvey Road for 3 days, with participation capped at 40 teams (approximately 600 players).

### Central Queensland Capras

The Central Queensland Capras, a semi-professional rugby league football club based in Rockhampton and playing in the Queensland Cup, also use Gladstone Coal Exporters Sports Complex (AKA Marley Brown Oval) weekly for academy and trials, and for two games per year.

The Queensland Cup is the highest-level regional rugby league football competition in Queensland. It is run by Queensland Rugby League (QRL) and is contested by 14 teams, 12 of which are based in Queensland, with one based in New South Wales and one in Central Province, Papua New Guinea.

## Gladstone Touch Association

Gladstone Touch Football Association operates from the lower fields of the Harvey Road Sports and Events Precinct. This includes a large two story clubhouse and free standing change rooms. A caretaker's cottage in poor condition is also on the site. The association has an exclusive lease over the area and is entirely responsible for its maintenance.

2021 membership (1,100 seniors and 750 juniors) is up significantly from 2019 (500 seniors and 600 juniors). However these numbers are far lower than the lofty touch membership of the early 2000s, when there were approximately 1,500 senior members alone. Touch was established in Queensland in the 1970s and became widespread throughout the regions in the 1980s.

The association administers competitions on Monday and Wednesday nights, as well as conducting regular representative team training. The annual Hogs Breath Cup (junior carnival) sees 49 teams and 686 players use the fields across one weekend each year.

The Central Queensland Touch Regional Championships are held on the fields every four years, with 48 teams and 672 players.

## Gladstone Port Curtis Touch Association

A second touch football association, Gladstone Port Curtis Touch Association, uses the Rugby League Gladstone junior fields on Monday and Wednesday nights. This association broke away from the main association in 1999.

Port Curtis Touch has 17 teams including men's, women's and mixed teams, but no juniors. Total membership is approximately 240 members, following a recent decline in numbers.

## Gladstone Rugby Union Football Club (Goats)

The "Goats" are Gladstone's rugby union club, consisting of approximately 50 seniors (mens and womens), 50 juniors (12, 14 and 16 years) and 50 youth players (6, 8 and 10 years).

Rugby union has been played in Gladstone since 1988 and previously there was a four team competition. The bright multi colours currently worn by the Goats merges all previous team's colours. Old boys have suggested that in the early days, Gladstone had one of the biggest Sevens competitions in Queensland.

Rugby union was played at Meteors Football Club (soccer) grounds until 2016, after which Marley Brown Oval and the junior rugby league fields have been used.

Gladstone Rugby Union Football Club subleases the fields from Rugby League Gladstone and has no clubhouse. Two shipping containers and the Marley Brown Oval canteen are used by the club for storage.

Under the Queensland Country Rugby Union banner, the club plays in the Rugby Capricornia competition, which includes Rockhampton Brothers Rugby Club, Capricorn Coast Rugby Union Club, Colts Rugby Union, Dawson Valley Drivers, Frenchville Pioneers RUFC and Mount Morgan Rugby Club.

All games are played on Saturday and if possible at night. Twelve games are played each season (6 home games at Marley Brown Oval). Away games are played at Rockhampton, Moura, Yeppoon, Biloela and Blackwater. A total of 11 games could be played on game day if the field space was available.

While rugby union participation is dwarfed by rugby league in Gladstone, the Gladstone Rugby Union Football Club is experiencing growth.

## Schools

School rugby league teams also use the fields weekly during the rugby league season. This includes Port Curtis Primary School rugby league and Port Curtis and Gladstone Secondary School rugby league.

For Secondary School Rugby League both the Marley Brown Oval and junior rugby league fields are used for the Nines Competition, usually held in Term 1. The Interschool Challenge is usually held in Week 5 of Term 2. One-off games are played throughout the season outside school hours. These competitions involve six schools in three age divisions, with approximately 200 students taking part.

In the past, the Tannum and Brothers rugby league fields have been used because there is no canteen available at Harvey Road Sports and Events Precinct. With access to a canteen, all games would be played at Harvey Road.

Primary school rugby league uses the Harvey Road Sports and Events Precinct for representative team trials each year, with approximately 160 students participating. Once selected, the three representative teams (51 players) train at Harvey Road. The girls competition, which comprises approximately 60 girls and the Inter-School competition, with approximately 10 teams (170 players) are also held at Harvey Road.





## EXISTING INFRASTRUCTURE

Existing facilities at Harvey Road vary widely in construction date and condition.

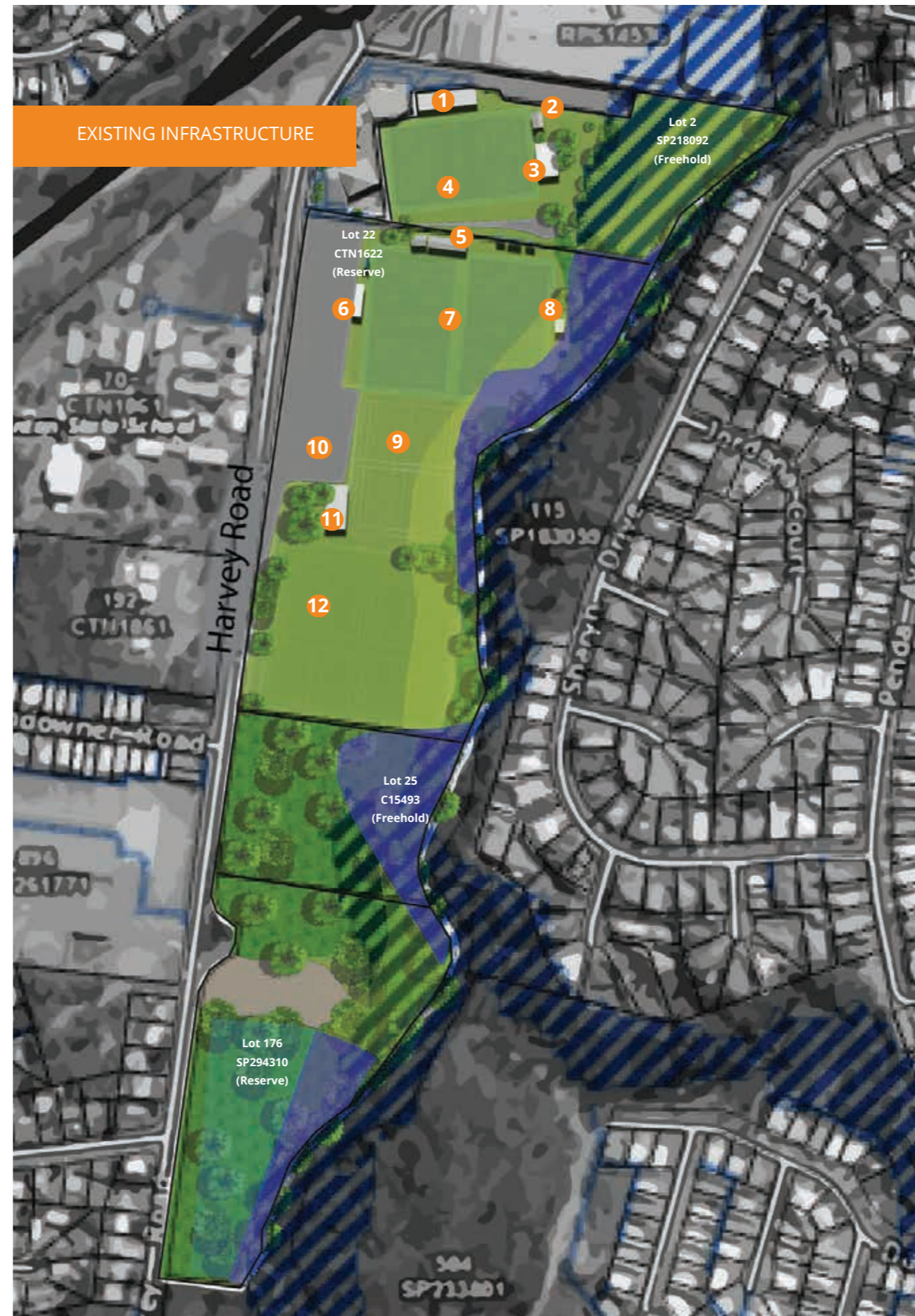
Some facilities are at the end of their useful life, have fundamental access and compliance issues, are not fit-for-purpose and present an excessive maintenance burden for existing users.

It is important to acknowledge that the Harvey Road Sports and Events Precinct Redevelopment Project does not have a suitable “do-nothing” option. The “do-minimum” option to make the existing facilities compliant, safe and less costly to maintain has been costed at \$8,765,010.

The do-minimum option includes the following scope:

- Marley Brown Oval Safety Works / Compliance
- Marley Brown Oval Accessibility Upgrades
- Marley Brown Oval Canteen Upgrade
- Marley Brown Oval Bar Building Upgrade
- Junior Football Building Accessibility Upgrade
- Touch Football Association Building Upgrade
- Junior Football and North East Field Upgrades
- Touch Field Upgrades
- Marley Brown Oval Field Upgrade

The details below provide condition assessments of existing infrastructure. Further details regarding the Existing Building Conditions Report prepared by BSPN Architects, are contained within Appendix H of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>22</sup>.



### LEGEND OF EXISTING INFRASTRUCTURE

- |                                 |                             |
|---------------------------------|-----------------------------|
| 1 Marley Brown Oval Grandstand  | 7 Rugby League Fields       |
| 2 Peg Pen (Bar)                 | 8 Storage Shed              |
| 3 Centre of Excellence          | 9 Touch Football Fields     |
| 4 Marley Brown Oval             | 10 Car Park                 |
| 5 Junior Rugby League Clubhouse | 11 Touch Football Clubhouse |
| 6 Grandstand                    | 12 Touch Football Fields    |

- Property boundary
- RVM category B - remnant vegetation / essential
- RVM category R - reef-regrowth watercourse vegetation
- RVM category B - remnant vegetation
- Flood hazard overlay Q100

Figure 28: Existing infrastructure

## Existing field condition

Optimum sports field condition supports cost-effective management and safe playing surfaces for the level of use required. Ideally there will be uniformly dense turf cover that provides sure footing and tolerates and recovers quickly from high use.

It is likely that all existing fields were built on “native soils”, with higher silt and clay content and prone to compaction. This represents less than ideal properties for sports field use. Geotechnical investigations of the existing fields at Harvey Road found that samples of the existing topsoil material, which was approximately 300mm deep, had excessive fine material. Approximately 40% of the total material consisted of silt and clay material. It was advised that this should be limited to approximately 10% to achieve adequate performance of the topsoil profile<sup>23</sup>.

Soils that are easily compacted have a low amount of organic matter, poor nutrient and water holding capacity, poor drainage and will not successfully grow sports turf. Attempting to retain optimum turf coverage on such soil can be expensive, with little long-term return. Ideal soil balances air and water holding capacity, resists compaction, holds nutrients and provides turf with a growing medium that enhances growth and recovery, which significantly reduces maintenance costs.

## Existing building condition

BSPN Architects prepared an Existing Building Conditions Report for the Gladstone Coal Exporters Sports Complex. The report details the condition of a number of existing structures and buildings of varying types and ages.

Across the site, existing structures are in various states of repair and compliance with current standards, ranging from no issues identified in the more modern and recent structures, to more serious issues related to best practice for the Marley Brown grandstand in particular. In addition, consideration should be given to the ongoing use of the current grandstand structure if it is to be considered for use as a regional or NRL facility as it does not meet many of the current minimum requirements for a facility of its type.



Figure 29: Gladstone Touch Association clubhouse

The Existing Building Conditions Report detailed the following findings:

### Marley Brown Oval and Grandstand

The Marley Brown Oval and associated grandstand building have a number of fundamental issues in relation to their original design, which hinder their potential use as a regional football facility. The facilities also contain several fundamental access and National Construction Code (NCC) compliance issues. In principle, the orientation of the field and grandstand is not considered generally acceptable for a facility and sports field of its type. Facilities are currently unsuitable for televised broadcast, and also have little consideration in their design for equitable access for fans and patrons. It would not currently comply with the requirements of the Disability (Access to Premises-Buildings) Standards 2010 and the National Construction Code.

It would be difficult to refurbish Marley Brown grandstand in a practical sense to be compliant with current design standards. The installation of a lift in order to provide disabled access would prove illogical, as the current structure does not allow for equitable movement. The existing design of the grandstand will also not cater for the implementation of more permanent solutions, which would address existing design issues. While there are matters which may be addressed easily, these are only minor in nature and will not achieve meaningful outcomes for the grandstand, in terms of its compliance or performance.

### Centre of Excellence

The newly constructed “Centre of Excellence” building constructed on the eastern side of the Marley Brown Oval field has been recently completed. The building is in good condition and compliant with current codes and standards, however it is located very close to the existing field, within the runoff area.

### Junior rugby league club buildings

Junior rugby league club buildings are of an undetermined age and appear to have had a number of extensions over an extended period. However, in general the buildings are in reasonable condition despite some recommendations for compliance upgrades.

### Gladstone Touch Association buildings

Gladstone Touch Association buildings have had a number of extensions and building works carried out over a variety of periods, with some components substantially older than others. There are some compliance issues that should be reviewed and addressed as part of ongoing operations.

# 4. METHODOLOGY

The development of this Business Case gathered content suggested in the Queensland Treasury Corporation Business Case template. It has also realigned the Harvey Road Sport and Events Centre project with Gladstone Regional Council’s Investment Decision Framework (IDF), prompting further engagement with stakeholders, additional options analysis, and detailed technical feasibility assessments.

Details of the Technical Feasibility Report are provided elsewhere within this document and the stakeholder engagement process is detailed below.

This report provides descriptions of the economic, social and environmental benefits and a cost benefit analysis calculation, in addition to project management details. This Business Case is underpinned by strong evidence of Council’s readiness and capability to deliver.

Project progress is being tracked on Council’s “Conversations” webpage <https://conversations.gladstone.qld.gov.au/gladstone-coal-exporters-sports-complex-marley-brown-oval>



Figure 30: Project timeline as per Council’s “Conversations” webpage <https://conversations.gladstone.qld.gov.au/gladstone-coal-exporters-sports-complex-marley-brown-oval>

## STAKEHOLDER ENGAGEMENT

A detailed Engagement and Communications Strategy was developed to guide engagement to be completed as part of this Business Case, and during project delivery.

The following stakeholders have been identified.

| Organisation   | Public   | Interest Groups   |
|--|--|---|
| <ul style="list-style-type: none"> <li>ALH Group Pty Ltd (Harvey Road Tavern, Dan Murphy’s) Gladstone Ports Corporation Ltd (land lessee)</li> <li>Rugby League Gladstone</li> <li>Central Division- QRL</li> <li>Central Queensland Capras</li> <li>Gladstone Touch Association</li> <li>Gladstone Rugby Union Football Club</li> <li>Port Curtis Touch Football Association</li> <li>Central Queensland Touch Football Association</li> <li>Football Central Queensland (soccer)</li> <li>NRL</li> <li>Department of State Development, Infrastructure, Local Government and Planning</li> <li>Clinton State School</li> </ul> | <ul style="list-style-type: none"> <li>General public</li> <li>Tavern clientele</li> <li>Clinton State School parents</li> <li>Residents who use Harvey and Kirkwood Roads</li> <li>Residents immediately across Briffney Creek</li> </ul> | <ul style="list-style-type: none"> <li>Queensland Rugby League</li> <li>Gold Coast Titans</li> <li>Queensland Rugby Union / Qld Reds</li> <li>Touch Queensland</li> <li>Football Queensland</li> <li>Brisbane Roar</li> <li>Queensland School Sport Unit</li> <li>Capricornia Region Queensland School Sport</li> <li>State politicians</li> <li>Federal politicians</li> <li>Department of Housing and Public Works</li> <li>Port Curtis Coral Coast Peoples</li> <li>Gladstone Area Promotion and Development Ltd (GAPDL)</li> <li>Gladstone Festivals and Events Association Inc.</li> </ul> |

Table 5: Identified stakeholders

In addition to external stakeholders, internal Council stakeholders were also identified, including:

- Mayor and Councillors
- Executive Leadership Team, specifically:
  - General Manager Strategy and Transformation
  - General Manager Community Development and Events
  - General Manager Strategic Asset Performance
- Strategic Projects Team
- Strategic Asset Performance Engineers
- Manager Events and Entertainment (GECC)
- Property Acquisition and Disposal Team
- Engagement and Partnerships Team
- Brand and Communications Team
- Consultant- Burchills Engineering Solutions

Some of the above stakeholders listed in [Table 5](#) will be engaged after the delivery of this Business Case.

The schedule below details the face-to-face meetings and public messaging included in the engagement process.

|                               |  |
|-------------------------------|--|
| <b>August 2020</b>            | User group meeting and site tour   |
| <b>February 2021</b>          | Meeting with Gladstone Port Corporation<br>Meeting with ALH Group  |
| <b>March 2021</b>             | Public media release<br>Meetings and communication with user groups and internal stakeholders – facility requirements, usage needs and functionality |
| <b>November 2021</b>          | User working group meeting – co-design and transitional arrangements   |
| <b>February 2022</b>          | SARA Pre-lodgement advice from Department of State Development, Infrastructure, Local Government and Planning (by consultant engineers)              |
| <b>May 2021 to March 2022</b> | Ongoing consultation with consultant Engineers   |
| <b>Late 2022</b>              | If required, targeted neighbourhood communications<br>Wider community concept design release   |
| <b>TBA</b>                    | Legislated development application engagement  |

Table 6: Schedule of engagement

Phone and email consultation to develop the Business Case also included representatives from the following organisations:

- Queensland Rugby League
- National Rugby League (NRL)
- Queensland Rugby Union (Reds)
- Football Queensland (soccer)
- Brisbane Roar (soccer)
- Football Central Queensland (soccer)
- Central Queensland Capras
- Central Division – QRL
- Primary and Secondary Schools Rugby League coordinators
- Queensland School Sport Unit
- Capricornia Region Queensland School Sport

As part of the engagement strategy, a facility user group was formed. This group included representatives from:

- Rugby League Gladstone
- Gladstone Touch Association
- Gladstone Rugby Union Football Club
- Gladstone Regional Council

This group is expected to have ongoing influence on the Harvey Road Sport and Events Centre redevelopment outcomes and operation. These groups will likely have significant influence on final project outcomes, especially event and activity scheduling.



Figure 31: SOURCE: Image Box 4680

# 5. STRATEGIC OBJECTS AND POLICY ALIGNMENT

The Harvey Road Sports and Events Precinct redevelopment fits within Council’s broader organisational context, strategic business objectives, service level commitments and policy framework. The project also aligns closely with strategic outcomes identified in relevant state sporting organisation planning documentation.

## STRATEGIC ALIGNMENT

### COUNCIL’S CORPORATE PLAN

Gladstone Regional Council’s 2021-2026 Corporate Plan<sup>24</sup> links include:

- 1. Connecting Communities- supporting the success of our communities
- 2. Delivering Value- efficiently deliver value for your rates
- 3. Resilient Economy- supporting the success of our region

<sup>24</sup> <https://www.gladstone.qld.gov.au/downloads/file/3684/gladstone-regional-council-corporate-plan-2021-2026>

### COUNCIL’S OPERATIONAL PLAN

Links between this project and Council’s Operational Plan<sup>25</sup> include:

- Business activity: 8.2 Grow the region
- Outcome: 8.2 Regional economic prosperity and diversity.
- Action: 8.2 Develop a new Economic Development Strategy to improve and guide the region’s growth and prosperity

<sup>25</sup> <https://www.gladstone.qld.gov.au/downloads/file/2960/operational-plan-2020-2021>

### GROWING THE GLADSTONE REGION 2021-2025

Gladstone Regional Council’s Economic Development Strategy<sup>26</sup> is a five-year plan to support the vibrancy, diversity, resilience and sustainability of the communities of the Gladstone Region, towards economic prosperity in the context of a dynamic and transforming broader economic landscape.

Links include:

- 1.4 that business cases for priority community infrastructure projects are at the ready when project funding opportunities arise
- 4.1 Undertake a needs, opportunities and options analysis to develop the Gladstone Region
- 4.2 Focus on Gladstone’s regional city lifestyle and diversity of living choices
- 5.1 Continue to support the implementation of existing plans and strategies designed to address matters concerning critical visitor economy infrastructure.
- 5.2 Support the strategic and coordinated approach to events planning and promotion
- 5.3 Explore opportunities to tap into tourism growth markets

<sup>26</sup> <https://www.gladstone.qld.gov.au/downloads/file/3793/gladstone-region-eds-2021-2025-recommendations>

### GLADSTONE REGION VISITOR ECONOMY STRATEGY 2025

Gladstone Region Visitor Economy Strategy 2025<sup>27</sup> links to the Harvey Road Sports and Events Precinct redevelopment include:

- Opportunity for Growth – Partnerships
- Opportunity for Growth – Events

<sup>27</sup> <https://www.gladstone.qld.gov.au/downloads/file/2472/gladstone-region-visitor-economy-strategy-2025>

### INVESTMENT DECISION FRAMEWORK

Gladstone Regional Council’s Investment Decision Framework (IDF) specifies Council’s overarching intentions, guides investment decision making and aims to enable the investment decision process, strategic actions and outcomes to be developed and implemented.

While the Harvey Road Sports and Events Precinct redevelopment project was conceived prior to Council’s implementation of the IDF, the project has been subsequently tested and aligned with the framework to ensure the project is a sound investment.

### OTHER COUNCIL POLICIES

The range of other Council policies which guide the Harvey Road Sports and Events Precinct redevelopment project can be found in [“Council policies” on page 29](#) of this document.

### GLADSTONE REGION AMALGAMATION OF OPEN SPACE AND RECREATION PLANS (2010)

This study was undertaken to amalgamate the open space and sport and recreation plans developed by the three former Councils which became Gladstone Regional Council. Included in this plan’s priorities is the restoration of Marley Brown Oval as a regional sports competition facility with medium (3-5 year) priority.

## QUEENSLAND RUGBY LEAGUE STRATEGIC PLAN 2020<sup>28</sup>

- EXCITE- More fans watching and engaging.- Establish and maintain facilities of appropriate standard for local, regional, state and national competitions
- UNITE- More players across ages, segments and markets.- Prioritise growth in the number of participants who are playing the game
- INSPIRE- Be the most inspirational sport.- Leverage the game's unique ability to make a difference in our community

<sup>28</sup> [https://www.qrl.com.au/contentassets/1aa7d453941d4d7c852b459316fe3064/qrl20\\_annualreport\\_a4\\_final.pdf](https://www.qrl.com.au/contentassets/1aa7d453941d4d7c852b459316fe3064/qrl20_annualreport_a4_final.pdf)

## COMMUNITY RUGBY LEAGUE PREFERRED FACILITY GUIDELINES MAY 2021<sup>29</sup>

The NRL has taken a strategic approach to facility provision throughout Australia, with the Community Rugby League Preferred Facility Guidelines designed to assist state bodies, associations and clubs in the planning of new facilities and redevelopment of existing facilities. The document supports an aim to provide access to high quality rugby league infrastructure to facilitate participation, enable game development and pathways, and support the sustainability of community rugby league clubs.

The Preferred Facility Guidelines 2021 include the following components:

- A Facility hierarchy including State, Regional and Local facilities
- Facility components to support participation and competitions
- Facility guidelines for each level of the facility hierarchy

<sup>29</sup> Community Rugby League Preferred Facility Guidelines (May 2021) <https://www.playrugbyleague.com/media/12508/nrl-preferred-facility-guidelines.pdf>

## QUEENSLAND RUGBY UNION<sup>30</sup>

The Queensland Rugby Union Facility Strategy sets the future direction for rugby union facility planning, provision and development across Queensland for the decade 2020-30.

Queensland Rugby Union infrastructure priorities:

- Improve existing venue capacity
  - Maximise the safety, carrying capacity and activation of existing venues
- Inclusive rugby facilities
  - Identify practical shared and multi-use design models for built facilities with alternate and compatible sports to unlock investment opportunities
- Planning for growth areas
  - Engage with planners, developers, Queensland Government and commercial sector to identify future sites to accommodate rugby's current needs and long-term requirements
- Partnerships and investment
  - Develop relationships with partners that will better position rugby in Queensland as a key influencer in sports facility provision and policy development

Strategic objectives:

- Maximise the safety, carrying capacity and activation of existing venues
- Support diversity of game formats and participants through inclusive facilities
- Plan to maximise and support participation through new venues in Queensland's growing suburban, regional and remote areas
- Develop and maintain relationships with all levels of government and industry partners

<sup>30</sup> <https://qld.rugby/queensland-rugby-union-facility-strategy>  
<https://d26phqdbpt0w91.cloudfront.net/NonVideo/ca4834b2-1e02-4053-e3de-08d96c-cde791.pdf>

## QUEENSLAND TOUCH FOOTBALL STRATEGIC PLAN 2018 TO 2020<sup>31</sup>

Queensland Touch Football's most recent strategic plan aims "to create a culture and environment that provides opportunities for all people to thrive through their touch football experience". Identified outcomes include:

- Participation- increase junior participation and expand commercial competitions
- People- satisfaction rating at least 75%

<sup>31</sup> <https://qldtouch.com.au/wp-content/uploads/2020/06/QTF-2018-2020-Strategic-Plan.pdf>

## COUNCIL POLICIES

The following Council policies have directed the project planning process, including the options analysis stages.

Policies relating to financial management and procurement will be utilised to tender for detailed design and construction, and also for facility management and operation.

| Policy  | Purpose, scope and statement   | Resolution process   | Policy  | Purpose, scope and statement   | Resolution process   |
|---|--|--|---|--|--|
| Asset disposal policy<br>P-2016-15                        | The purpose of this policy is to set out how Council will dispose of its assets and materials surplus to Council's needs in a manner that achieves value for money, promotes fair and effective competition to the greatest possible extent, considers any potential benefit to the community, and is compliant with the requirements of the Act and Regulation.<br>This policy applies to all disposals of Assets or Surplus Materials by Council.<br>Prior to any disposal action commencing approval must be sought for the disposal action, refer to Council's Asset Disposal Manual, meet requirements for computer equipment, meet valuable non-current assets regulations, and meet tender or auction and donation requirements.  | Fill in and sign off on an asset disposal form including authorisation sign off prior to disposal.   | Community investment policy (CIP)<br>P-2019-08  | This policy outlines a consistent, equitable, transparent and efficient framework under which all donations, grants and sponsorships are made to community organisations delivering initiatives within the GRC area. It ensures Council conforms to the legislative requirements prescribed under Section 109 of the Local Government Act 2009 and Section 195 of the Local Government Regulation 2012 as the decision-making authority disseminating Council funds through donations, grants and sponsorships. Through the CIP Council provides funding, expertise and support to organisations that deliver outcomes aligned to Council's plans and strategy.<br>This Policy enables Council to offer access to donations, grants and sponsorships under the GRC Community Investment Program. Recognising the need to be responsive to the community and proactive in building community capacity, Council will provide support for local initiatives, projects and community related activities where Council considers it of public interest. | The CIP provides opportunities for financial assistance under these key Initiatives: <ul style="list-style-type: none"> <li>• The Connected Communities Fund</li> <li>• The Regional Enhancement Fund</li> <li>• The Community Celebration Fund</li> <li>• The Community Education Fund</li> <li>• Mayor's Discretionary Fund</li> </ul>   |
| Asset management policy<br>P-2018-22                      | The purpose of this policy is to provide strategic guidance and commitment to the approach to be implemented in the management of GRC assets.<br>This Policy applies to all assets within the Transport, Drainage, Water, Sewerage, Waste, Parks and Property services.<br>GRC must ensure the availability of appropriate infrastructure necessary to service current and future demand.  | Implementation of a coordinated end-to-end asset management framework  | Debt Policy<br>P-2020-11                        | This policy sets out how Council will maintain responsible financial management of the loan funding of infrastructure capital projects by ensuring the level of Council indebtedness is within acceptable limits to Council, its ratepayers and interested external parties.<br><br>This Policy applies to the use of loan borrowings to fund infrastructure and other important capital projects.<br><br>At a minimum Council will annually review its forward projections for reserves, borrowings and major capital funding and any decision to undertake external borrowings taking into account an examination of projected reserves for the fund relative to the works to be financed and the community's ability to service that debt.  | Where possible, external borrowings will be limited to the funding of major items of physical infrastructure whose life will exceed the term of any loans, and will occur where these works cannot be funded by Council's own resources.<br>Council will manage its financial assets, holistically, taking a treasury management approach to the management of its financial assets, and will establish a working capital facility through Queensland Treasury Corporation and manage the facility in accord with the approval parameters set by the Department of Local Government. |
| Commercial activities on council land policy<br>P-2018-11 | The purpose of this policy is to outline the framework and principles for making decisions about the allocation and use of community land for commercial activities when considering granting an approval under Local Law no. 1 (Administration) 2011 for the prescribed activity of "Commercial Use of Local Government Controlled Areas and Roads".<br>The policy applies to commercial activity on all Local Government Controlled Areas and Roads in the Council area. In general, this includes all land under the control or management of Council such as offices, depots, facilities, parks, reserves, roads and road reserves, footpaths, bathing reserves and foreshores.<br>Council retain the control and management of the land (owned and as Trustees) when subleasing areas or roads to a third party.<br>Council is committed to ensuring that land set aside for the community is preserved for such community use in accordance with its obligations under the Land Act 1994, the Local Government Act 2009 and relevant Local Laws. | The following guiding principles have been tested: <ul style="list-style-type: none"> <li>• Community Use Takes Precedence</li> <li>• Alignment with Council's Vision</li> <li>• Community Benefit</li> <li>• Limited Impact</li> <li>• Compliance with other agencies' requirements</li> <li>• Annual Approvals- No Exclusive Use or Ongoing Rights</li> </ul>                                    | Event and venue programming policy<br>P-2019-34 | The purpose of this policy is to outline the principles which will guide Council decision-making on events and activities that Council is seeking to attract, program and deliver in its venues and other spaces in the Gladstone Region.<br><br>This policy applies to events and activities that Council proposes to attract, program and deliver in the Region.<br><br>Council wishes to position the Region as a nationally recognised event destination and to strengthen the capacity of the region to deliver events and activities.  | Council has established key principles to guide its decision-making in event attraction, programming and delivery.   |
| Community engagement policy<br>P-2019-06                  | To ensure all residents and relevant stakeholders are provided with a fair and meaningful opportunity to participate and contribute to problem solving and planning decisions made by Council.<br>This policy applies to all Elected Members, GRC employees, consultants contracted by Council and any other person/s that undertakes activities for Council.<br>Stakeholder engagement compliments but does not replace the decision-making role of Council. Whether a community or stakeholder opinion is divided or overwhelmingly in favour of one option, it remains for Council to make strategic decisions and our people to make operational decisions.  | Council has undertaken comprehensive engagement with its community to facilitate a dialogue between Council and the community to strengthen the democracy process.<br>To facilitate the commitment, GRC has developed a community engagement framework and tool kit designed to build capacity and performance within the organisation, providing a guiding document outlining key considerations. |   |  |  |

| Policy  | Purpose, scope and statement   | Resolution process   |
|---|--|--|
| Investment decision framework (IDF)<br>P-2019-24                      | <p>The intent of this policy is to specify the overarching intentions and guide opportunity investment decision making principles to support Council's IDF. It is consistent with the organisational corporate plan and aims to enable the investment decision process, strategic actions and outcomes to be developed and implemented. The policy includes a commitment to legislative compliance as well as continual improvement in investment decision making across the organisation.</p> <p>The purpose is to establish a common approach for considering and selecting investment opportunities, and their subsequent management through to completion.</p> <p>Council recognises the benefit in adopting a disciplined approach for consideration of concepts or ideas, complexity and risks to ensure investment opportunities have been subjected to a reasonable level of value for money and assurance type analysis. Important decisions are required to be made to determine which of the various concepts and ideas should be progressed for further consideration (or not) to enable sustainable services to be delivered.</p> | <p>Council's investment decision making mission is guided by the following principles:</p> <ul style="list-style-type: none"> <li>• Governance</li> <li>• and Accountability</li> <li>• Information</li> <li>• Management</li> <li>• End to end</li> <li>• lifecycle</li> <li>• management</li> <li>• Service level</li> <li>• management</li> </ul> <p>Council's investment decision making responsibilities and relationships have been established as follows:</p> <ul style="list-style-type: none"> <li>• Councillors</li> <li>• CEO / Executive Leadership Team</li> <li>• Investment Opportunities Committee</li> <li>• Opportunity Proponent</li> <li>• Project Sponsor</li> <li>• Project Managers</li> </ul> |
| Investment policy<br>P-2017-17  | <p>This policy sets out how Council will undertake investments of surplus cash funds based on an assessment of counterparty, market and liquidity risk within the legislative framework of the Statutory Bodies Financial Arrangements Act 1982 and Statutory Bodies Financial Arrangements Regulation 2007.</p> <p>This Policy applies to the investment of surplus cash funds in accordance with Council's investment powers under Part 6 of the Statutory Bodies Financial Arrangement Act 1982.</p> <p>Investment of Council's funds is to be in accordance with Council's power of investment as set out in the legislative authority.</p>  | <p>Council's overall objective is to invest funds at the most advantageous rate of interest available to it at the time, for that investment type, and in a way that it considers the most appropriate given the circumstances. Investment Officers are to manage the investment portfolios not for speculation, but for investment and in accordance with the spirit of this Investment Policy. Investment Officers are to avoid any transaction that might harm confidence in Council. In priority, the order of investment activities shall be preservation of capital, liquidity and return.</p>   |
| Leasing of land for sport and recreation purposes policy<br>P-2017-35 | <p>The purpose of this policy is to prescribe criteria and other matters for consideration to be used in guiding Council in determining whether an organisation should be granted a lease over land under Council control for use for sporting or recreation activities, so as to achieve the best community outcome for this limited resource.</p> <p>This policy applies to all incorporated organisations operating on a "not for profit" basis, based within the GRC lga that have a sport or active recreation primary focus, and land under the control of Council which is suitable for sport and recreation purposes.</p> <p>Council recognises that Land suitable for Sport and Recreation purposes is a limited resource and one which must be managed diligently to ensure the best outcome for the community, where applications to lease land is determined based on whether the Proposed Lessee is eligible, and whether the intended use of the Land is appropriate.</p>  | <p>To be considered for a grant of a lease, the Proposed Lessee must be Incorporated, be a Community Organisation, be based within the GRC lga, satisfy Council that it has active Sport and/or Recreation as its primary focus, not have any outstanding matters before Council, offer membership to any member of the public without conditions which Council considers unreasonable, and satisfy Council that it is a reputable organisation.</p>   |

| Policy                          | Purpose, scope and statement   | Resolution process  |
|---------------------------------|--|---|
| Procurement Policy<br>P-2021-01 | <p>The purpose of this policy is to demonstrate Gladstone Regional Council's approach to the contracting of carrying out of work, procurement of goods and services and the disposal of assets (including non-current assets) with a focus on encouraging local business procurement. This policy applies to all procurement activities conducted by Gladstone Regional Council irrespective of funding source and acquisition process except for the below transactions:</p> <ul style="list-style-type: none"> <li>• Refunds for overpayments</li> <li>• Return of Trust Fund Monies</li> <li>• Payments associated with Statutory Obligations</li> <li>• Payments to Government Organisations</li> <li>• Payments to employees under employment contracts</li> <li>• Collector of Public Monies – Centrelink</li> </ul> | <p>When carrying out procurement activities, Council will a) act ethically and in full compliance with applicable laws, delegations, probity plans and other related Council policies; b) exercise responsible financial management, including the identification and management of risks associated with procurement; c) assess value over the whole of the operational life of acquired, constructed or upgraded assets, goods or services; d) be focused on achieving Council's safety, financial, social, local economic and environmental objectives; e) establish procedures that ensure fair, open and effective competition that deliver value for money and are efficient to use; f) develop and maintain relationships with suppliers, consultants and contractors in a manner that is ethical, efficient, effective, fair and transparent; g) support the establishment of a diverse supply chain with particular focus on entities that deliver or have the potential to deliver social, economic and environmental benefit to the Gladstone region; h) support locally based suppliers, consultants and contractors where possible; i) establish contract management process for suppliers, consultants and contractors and monitor their performance over time; j) establish a safety and environment control 'gate' within the procurement process whereby any submission for work failing to meet current safety and/or environmental requirements will be excluded; k) establish a consistent, fair and transparent process for the evaluation of offers; and l) Establish and comply with Council's records management obligations.</p> |
| Revenue statement<br>P-2020-10  | <p>The purpose of the statement is to ensure compliance with the Revenue Statement, Overall Plan for Special Rates and Annual Implementation Plan for Special Rates of the Local Government Regulation 2012.</p> <p>Council's Revenue Statement must state if the local government; levies differential general rates; levies special rates or charges for a joint government activity; fixes a cost-recovery fee; and conducts a business activity on a commercial basis. In addition, Council's Revenue Statement must include an outline and explanation of the measures that the local government has adopted for raising revenue for the financial year, including an outline and explanation whether the local government has made a resolution limiting an increase of rates and charges.</p>                       | <p>This Revenue Statement has been prepared using the general principles set out in Council's adopted Revenue Policy. Council also raises its revenue in accordance with two additional basic principles of revenue collection, which are the Requirement-to-pay Principle, and the Benefit Principle. Council intends to continue to use a combination of the requirement-to-pay principle and the benefit principle, applied consistently across the region, as a rational and generally equitable means of raising its revenue.</p>  |



| Policy                              | Purpose, scope and statement   | Resolution process  |
|-------------------------------------|--|---|
| Risk management policy<br>P-2017-23 | This policy highlights the significance and importance of risk management as an ongoing process underpinning all activities of Council. This policy describes the responsibilities for risk management as well as how the risk management process is managed, and the role of the Business Improvement Committee (BIC) in that process.<br>This policy applies to all strategic, operational, fraud, and environmental risks faced by Council in order to run its business activities effectively and efficiently.<br>The CEO is accountable for the implementation of the risk management process and is responsible for the management of risk across Council. The BIC oversees the implementation and monitoring of risk management across Council and reports to Council. The CFO is responsible for the maintenance of the risk management framework. | The BIC will monitor the performance of risk management through regular reviews, and where necessary, monitor revisions of the risk register when carried out. The BIC will also observe that regular audits of the various treatment plans being implemented are undertaken. |

Table 7: Council policies

## PROJECT DRIVERS

The key project drivers for the proposed Harvey Road Sports and Events Precinct redevelopment are:

- A requirement to bring Marley Brown Oval up to standard in order to attract NRL games
  - A solution would result in economic benefits from events and tourism
- Gladstone requires a venue for large scale outdoor events
  - A solution would result in economic benefits from events and tourism
- Heavy use of the existing fields and existing infrastructure (in some cases ageing and noncompliant) presents an unviable maintenance burden for existing users (Rugby League Gladstone and Gladstone Touch Association)
  - A solution would result in stronger, easier to operate local associations, and drive and accommodate increased participation in sport
- There is an opportunity to operate the whole Harvey Road Sports and Events Precinct as one, with more shared and multi use
  - This solution enables hosting of national, state and regional carnivals, and expansion of existing carnivals, leading to economic benefits from events and tourism, along with increased local participation

These key drivers align with Council's growth-related strategic goals.

## GAP ANALYSIS

The city of Gladstone does not have a proximate large scale outdoor entertainment venue, which can cater for large crowds in excess of 5,900 people with a grandstand and /or covered seating.

The following list describes the community locations and facilities for events within the Gladstone region. Not included in this list are community facilities for sport, exhibitions or support services, such as playing fields, schools or art galleries.

| Facility  | Description  |
|---|--|
| <b>Gladstone Entertainment Convention Centre</b>                                    | Indoor community events, live performances<br>Caters for 1,500 stand up or 550 guests banquet style<br>674 seat theatre capacity |
| <b>Marley Brown Oval</b>  | Rectangular playing field<br>1,000 seat grandstand, 5,900 person capacity  |
| <b>Library Square and Goondoon Street Entertainment Precinct, Gladstone Central</b> | Live music, markets, community events  |
| <b>Gladstone Marina Parklands (Palm Point), Callemondah</b>                         | Open space, playgrounds, amphitheatre performance space, outdoor community events  |
| <b>Spinnaker Park, Callemondah</b>  | Educational walking track, wetlands, ponds, picnic areas   |
| <b>East Shores and Flinders Parade, Gladstone Central</b>                           | Open space, interactive water park, barbecue areas, markets, big-screen outdoor theatre, basketball hoops                        |
| <b>Lions Park, West Gladstone</b>   | Sensory Park   |
| <b>Nagoorin Hall and surrounds, Boyne Valley</b>                                    | Exhibitions, displays, performances and local markets<br>94km south of Gladstone   |
| <b>Tondoon Botanic Gardens, Gladstone</b>   | Workshops, markets, tours, school holiday programs   |
| <b>Chapman Park, Calliope</b>   | Community markets  |
| <b>Seventeen Seventy SES Grounds</b>  | Markets  |
| <b>Millennium Esplanade, Tannum Sands</b>   | Open space, playground, walking paths, markets   |

Table 8: Community locations and facilities for events within the Gladstone region

While Gladstone has a wide range of sports facilities, there are no large scale rectangular playing field facilities capable of adequately hosting carnivals, nor are there facilities able to accommodate events with very large crowds of 10,000 people, with a significant proportion of covered grandstand seating.

Currently, Marley Brown Oval grandstand and field can only accommodate a crowd of 5,900, with 1,000 people seated. An assessment of Marley Brown Oval in accordance with the Building Code revealed that, "The current total unobstructed exit width of all gates providing egress to a road or open space from the facility is 23.5m. Pursuant to Part D1.6 of the Building Code Australia the aggregate unobstructed width of all required exits or paths of travel to an exit serving an open spectator stand accommodating more than 2000 persons must be a minimum of 17m plus a width (in metres) equal to the number in excess of 2000 divided by 600. In accordance with the aforementioned methodology the maximum number persons that can be accommodated within the facility is 5,900 people.

Gladstone sports facilities in the table below have been analysed utilising the *Events Placement Program Capacity and Capability Assessment*, developed by Sports Marketing Australia in 2019.

| Facility                                | Sport                       | Fields / space  | Seating   | Venue Rating | Event Potential |
|---|-----------------------------|---|---|--------------|-----------------|
| Boyne Island Oval, Boyne Island         | AFL, cricket                | Full size AFL/ Cricket oval   | Tiered seating (approx 100 people)  | Regional     | Low             |
| Club Clinton Park, Clinton              | AFL / soccer                | An AFL/cricket ground, a smaller cricket ground (used for soccer in winter), soccer pitch             | Several sets of tiered bench seating  | Regional     | Low             |
| Kev Broome Stadium, Gladstone           | Basketball                  | Indoor stadium, one basketball court  | Tiered seating. Capacity of 500   | Regional     | Medium          |
| Yaralla Sports Club, Barney Point       | Cricket, lawn bowls, soccer | A full size cricket oval (used for soccer in winter), small cricket ground, practice cricket facility | Four grandstands with tiered seating. Two with cover can hold a total of 180 people | Regional     | Low             |
| Gladstone Golf Club, Kin Kora           | Golf                        | 18-hole golf course with grass greens   | -   | Regional     | Medium          |
| Gladstone PCYC, Gladstone               | Gymnastics                  | Portion of the Gladstone PCYC   | Limited   | Regional     | Medium          |
| Rigby Park, Gladstone                   | Hockey                      | Three full size hockey fields   | Limited   | State        | Medium          |
| Gladstone Tennis and Squash Association | Tennis, squash              | 16 plexipave hard courts, 5 squash courts   | Two tiered seating stands, additional temporary seating                             | State        | High            |
| Central Bowls Club, Calliope            | Lawn bowls                  | One Teflon green covered by a large shade canopy  | Seating placed around the perimeter   | Regional     | Low             |
| Alumina Bowls Club                      | Lawn bowls                  | One natural grass green   | Seating placed around the perimeter   | Regional     | Low             |
| Benaraby Raceway, Benaraby              | Motor sport                 | A large venue with drag racing and dirt racing/ motocross tracks                                      | Limited   | State        | High            |
| Gladstone Yacht Club, Gladstone         | Sailing                     | Clubhouse with boat ramp  | Within clubhouse  | Regional     | Medium          |

| Facility                                       | Sport               | Fields / space  | Seating  | Venue Rating | Event Potential |
|--|---------------------|---|--|--------------|-----------------|
| Warren Dinte Diamond, Gladstone West           | Softball            | A full size, fenced softball field. Two grass diamonds. One mini diamond. | Two tiered seating, 100 people                             | Regional     | Low             |
| Tannum Sands SLSC                              | Surf lifesaving     | Clubhouse with function room  | Within clubhouse, covered pavilions on Millenium Esplanade | Regional     | Medium          |
| Gladstone Aquatic Centre                       | Swimming, triathlon | 50 metre Olympic swimming pool  | Tiered, concrete seating                                   | Regional     | Medium          |
| Gladstone State High School, Gladstone Central | Volleyball          | Indoor arena can have one major court or two courts side-by-side          | Stack of seats   | Regional     | Medium          |

Table 9: Gladstone sport facilities overview

The existing rugby league facility at the Harvey Road Sports Complex is used to capacity, with all local junior rugby league games (80+ teams, 6 clubs, 1,200 members) held at the facility from Friday to Sunday each week during the season, along with weekly touch football and rugby union training sessions. The facilities are currently used as separate lease areas, with rugby league exclusively leasing (but sharing) 3.5 rectangular fields and touch football exclusively leasing 6 touch fields (equivalent to 3 rectangular fields). The facility is not currently used for any carnivals or events that access all 6.5 fields.

In order to maintain the fields to cope with this intensity of use, maintenance costs (including irrigation) are high. Rugby league clubs could alternatively utilise home grounds for games, however this presents logistical challenges with running multiple competition sites, with split groups of volunteers and officials. A facility which could more effectively tolerate the intensity of use and shorten the game period, currently being held from Friday night to Sunday every week, would improve Rugby League Gladstone's ability to deliver and would effectively relieve field maintenance and volunteer commitment pressures.

## COMPETITOR ANALYSIS

### Regional, State and National carnivals

Once redeveloped to include six full size rectangular fields and one mod field, all lit and irrigated and supported by change room facilities, the Harvey Road Sports and Events Precinct will be amongst a very small number of Queensland facilities able to host large high level carnivals.

According to Queensland Government Sports Planning Tool<sup>32</sup> data and confirmed through visual inspections via Google Earth, there are only three rugby league facilities in Queensland with six or more full size fields available. These are:

- Sunshine Coast Stadium (the home of Kawana JRLC, RLFC and the Sunshine Coast Falcons);
- Dolphin Oval (the home of The Redcliffe DRLFC); and
- BB Print Mackay Stadium (the home of Rugby League Mackay & District and Mackay Cutters)



Figure 32: The three rugby league facilities in Queensland with six or more full size fields as per Queensland Government Sports Planning Tool

BB Print Mackay Stadium is closest to Gladstone, situated 445kms to the north.

Also of note is that these three facilities have either commenced or planned extensive upgrades- extending the seated crowd capacity of their stadiums to the extent that they could be a home ground for an NRL team. Once complete, this would then leave Harvey Road Sports and Events Precinct as Queensland's only small scale but NRL-suitable stadium that also has a large number of fields on the same site.

Other facilities with multiple fields such as Illich Park in Aitkenvale Townsville include a number of mod size fields to complement facility provision and are supported by limited numbers of change rooms and no stadium grandstand.

The Queensland Government Sport Planning Tool data set includes the facilities of 405 rugby league clubs across Queensland.<sup>33</sup>

One of the benefits of so many fields in the one facility is the ability to efficiently host a large number of teams across a short time period, making carnivals more feasible for event organisers and attendees who have travelled to participate. The carnival atmosphere is also enhanced, along with improving logistics for officials and administrators, many of whom are volunteers.

In 2022 BB Print Mackay Stadium will host The Confraternity Carnival, commonly referred to as "Confro". This carnival is the premier rugby league competition for Catholic and independent secondary schools in Queensland, held annually since 1980, administered by Queensland Rugby League and run by the Queensland Independent Secondary Schools Rugby League. It is a week-long carnival held in July each year, which attracts over 1,000 students from up to 48 schools and as many as 60 teams. The 2022 carnival includes both boys and girls and will utilise all six fields at the BB Print Mackay Stadium facility.

While the Harvey Road Sports and Events Precinct's nearest NRL game-hosting neighbour Browne Park, 130km away in Rockhampton, is set for an upgrade to 10,000 seated capacity beginning in late 2022, this facility does not provide any additional field space, limiting its capacity to host carnivals.

### Showcase games (including NRL, Reds and Roar)

The competition to host top-level showcase rugby league, rugby union and football (soccer) games in regional communities is very strong.

Since 1908<sup>34</sup> 97 venues have hosted NRL games. Interestingly, 24 venues have only held games once or twice. Venues which would be direct competitors for the Harvey Road Sports and Events Precinct include Browne Park, Barlow Park and BB Print Mackay Stadium in regional Queensland. Scully Park, Carrington Park, Glen Willow Stadium and McDonalds Park in regional NSW have held between three and eight competition round NRL games, mostly in the last 5 to 10 years. These numbers demonstrate an increasing willingness by the NRL to host games in regional facilities, which meet necessary facility standards.

32 <https://www.qld.gov.au/recreation/sports/planning-maps>

33 <https://www.qld.gov.au/recreation/sports/planning-maps>

34 <https://www.rugbyleagueproject.org/competitions/nrl/venues.html>

The examples below demonstrate the current situation regarding hosting regional NRL games:

| Stadium Name                         | City                | Total Capacity | Seating | NRL game host (and highest crowd)   |
|--------------------------------------|---------------------|----------------|---------|---|
| Browne Park <sup>35</sup>            | Rockhampton, Qld    | 8,000          | 5,200   | Highest crowd: 11/02/06- NRL trial: Broncos v Cowboys (6,500)<br>Last NRL event 12/09/21- NRL Elimination final: Eels v Knights (5,087)<br>Upgrade proposals currently in place                                 |
| Barlow Park <sup>36</sup>            | Cairns, Qld         | 15,000         | 1,700   | Highest crowd: 20/02/04- NRL trial: Cowboys v Sea Eagles (20,000)<br>Last NRL event 19/02/22- NRL trial: Rabbitohs v Cowboys (7,128)  |
| BB Print Stadium <sup>37</sup>       | Mackay, Qld         | 12,000         | 1,600   | Highest crowd: 24/06/12- NRL: Bulldogs v Storm (11,876)<br>Last NRL event 26/02/22- NRL trial: Cowboys v Broncos (4,545)<br>Next NRL event 07/05/22- NRL: Roosters v Titans                                     |
| Sunshine Coast Stadium <sup>38</sup> | Sunshine Coast, Qld | 12,000         | 1,050   | Highest crowd: 13/04/19- NRL: Rabbitohs v Warriors (11,912)<br>Last NRL event 12/03/22- NRL: Warriors v Dragons (5,382)<br>Next NRL event 06/08/22- NRL: Rabbitohs v Warriors<br>Future plans to boost capacity |
| Scully Park <sup>39</sup>            | Tamworth, NSW       | 11,000         | 700     | Highest crowd: 21/04/18- NRL: Tigers v Knights (10,082)<br>Last NRL event 29/08/20- NRL: Warriors v Knights (1,852)<br>Next NRL event 13/08/22- NRL: Tigers v Sharks  |
| Carrington Park <sup>40</sup>        | Bathurst, NSW       | 13,000         | 1,100   | Highest crowd: 26/03/22- NRL: Panthers v Knights (11,253)<br>Last NRL event 26/03/22- NRL: Panthers v Knights (11,253)  |
| Glen Willow Stadium <sup>41</sup>    | Mudgee, NSW         | 10,000         | 1,000   | Highest crowd: 19/05/19- NRL: Dragons v Knights (9,287)<br>Last NRL event: 02/04/22- NRL: Sea Eagles v Raiders (6,972)  |
| McDonalds Park <sup>42</sup>         | Wagga Wagga, NSW    | 10,000         | 1,500   | Highest crowd: 04/05/19- NRL: Raiders v Panthers (10,079)<br>Last NRL event: 09/04/22- NRL: Raiders v Storm (8,133)   |
| Dolphin Stadium <sup>43</sup>        | Redcliffe, Qld      | 11,500         | 10,000  | Highest crowd: 28/02/04- NRL trial: Broncos v Roosters (10,000)<br>Last NRL event: 10/04/22- NRLW Grand Final (7,855)<br>Next NRL event: NRL game: Warriors v Raiders   |

Table 10: NRL game hosts

35 <https://www.austadiums.com/stadiums/stadiums.php?id=217>  
36 <https://www.austadiums.com/stadiums/stadiums.php?id=165>  
37 <https://www.austadiums.com/stadiums/stadiums.php?id=368>  
38 <https://www.austadiums.com/stadiums/stadiums.php?id=296>  
39 <https://www.austadiums.com/stadiums/stadiums.php?id=272>  
40 <https://www.austadiums.com/stadiums/stadiums.php?id=225>  
41 <https://www.austadiums.com/stadiums/stadiums.php?id=378>  
42 <https://www.austadiums.com/stadiums/stadiums.php?id=374>  
43 <https://www.austadiums.com/stadiums/stadiums.php?id=191>

As for its competitions, in addition to hosting competition-round NRL games, Harvey Road Sports and Events Precinct has the opportunity to host pre-season and trial games as well as showcase games for other rectangular field sports such as football (soccer) and rugby union. Previously, both the Queensland Reds and the Brisbane Roar have utilised Marley Brown Oval. It is expected that this use would continue and expand following the redevelopment of the Harvey Road Sports and Events Precinct.

## CURRENT AND FUTURE USAGE PROFILE

In its current operational format and with its current standard of playing surface and infrastructure, use of the facilities at Harvey Road is almost maximised. See [Table 1](#) within [“Existing use” on page 20](#). Based on current day-to-day and carnival usage across a 28 week season, it is estimated that Marley Brown Oval is used for approximately 11 hours per week. The 2.5 junior rugby league fields are used for 22 hours per week and the touch fields are used for approximately 5.9 hours per week. If usage was spread evenly across all fields within the precinct, each field would only be used for 15.8 hours per week.

With the improvements suggested within the redevelopment and under a different operational model, there are opportunities to increase utilisation of the facility. By more efficiently and intensively utilising the upgraded fit-for-purpose facility for day-to-day local use, further activities could be accommodated. These activities would generate significant economic benefits to the community and contribute to the precinct’s financial viability.

Based on an upper limit of 20 to 25 hours per week before a turf sports field starts to deteriorate, and considering an existing use of 15.8 hours per week evenly spread across all six fields, there should be a 4.2 hour per field or 27.3 hour per week opportunity to increase utilisation, depending on the scheduling and field recovery time for major carnivals.



Figure 33: SOURCE: Image Box 4680

## POTENTIAL GROWTH AND NEW MARKETS

The following table lists opportunities for growth and potential new markets, which could be attracted to the Harvey Road Sports and Events Precinct once redeveloped. The frequency and scale of these activities have been used to generate the assumptions for usage, revenue generation and economic benefit within the cost benefit analysis.

| Who                                      | What   | Fields     | When  | How many  | Scale  |
|--|--|------------|---|---|--|
| Queensland School Sport                  | Regional Championships (all field sports, multiple ages) | All fields | Potentially one or two championships per year | 4 districts   | 240 people<br>5 nights<br>1,200 nights<br><br>2,400 per year               |
| Queensland School Sport                  | State Championships (all field sports, multiple ages)    | All fields | Potentially one championship every few years  | 12 regional teams<br>180 players                          | 240 people<br>5 nights<br>1,200 nights<br><br>400 per year                 |
| Rugby League Gladstone                   | Jason Hetherington Gary Larson Cup- under 12s carnival   | All fields | Annually in July for 3 days                   | Expand cap beyond 40 teams. Fields could hold double (80) | Additional 800 people<br>600 visitors<br>3 nights<br><br>1,800 per year    |
| Queensland Independent Secondary Schools | Confraternity Carnival- Rugby League                     | All fields | Occasionally for 3 days                       | >1,200 players  | 1,600 people<br>3 nights<br>4800 nights<br><br>480 per year                |
| Queensland Touch                         | Junior State Championships                               | All fields | Occasionally                                  | 2,600 players<br>>230 teams                               | 3,450 people<br>3 nights<br>10,350 nights<br><br>1,035 per year            |
| Queensland Touch                         | Senior State Championships                               | All fields | Occasionally                                  | 1,500 players<br>>100 teams                               | 2,000 people<br>3 nights<br>6,000 nights<br><br>600 per year               |
| Central Queensland Touch                 | Regional Championships                                   | All fields | More regular than every 4 years               | 48 teams<br>672 players                                   | 960 people<br>760 visitors<br>2 nights<br>1,520 nights<br><br>380 per year |
| Central Queensland Rugby Union           | Rep teams  | Any fields | Regular training and occasional games         | 2 teams   |  |
| Gladstone Rugby Union                    | Local teams  | Any fields | Increased training days from 2 to 4           | Growth up to 200 players                                  |  |

| Who                   | What                                       | Fields     | When  | How many                      | Scale  |
|-----------------------|--|------------|---|-------------------------------|--|
| Gladstone Rugby Union | 7s comps                                   | Any fields | Multiple comps per year (<3)                | 6 to 20 teams                 | 200 visitors<br>1 night<br><br>600 per year  |
| NRL                   | Pre and mid season games                   | Main oval  | Occasional (once every few years)           | Full crowd capacity (>10,000) | 3,000 visitors<br>2 nights<br>3,000 day trippers<br><br>2,000 per year<br>1,000 day trippers |
| Brisbane Roar         | Pre and mid season games                   | Main oval  | Occasional (once every few years)           | Full crowd capacity (>10,000) | 3,000 visitors<br>2 nights<br><br>2,000 per year<br>1,000 day trippers                       |
| Queensland Reds       | Pre and mid season games                   | Main oval  | Occasional (once every few years)           | Full crowd capacity (>10,000) | 3,000 visitors<br>2 nights<br><br>2,000 per year<br>1,000 day trippers                       |
| Community event       | Festival (multi stage, multi vendor event) | All fields | Occasional (potentially new annual event/s) | Full crowd capacity (>10,000) | 3,000 visitors<br>2 nights<br><br>3,000 per year<br>200 day trippers                         |
| Community event       | Concert (large outdoor music concert)      | Main oval  | Occasional                                  | Full crowd capacity (>10,000) | 3,000 visitors<br>2 nights<br><br>6,000 per year<br>2,000 day trippers                       |

Table 11: Harvey Road Sports and Events Precinct growth and potential opportunities

# 6. OPTIONS ANALYSIS

A thorough options analysis process has been completed with multiple options investigated. Some options have been assessed in a detailed manner, considering the needs of stakeholders, constructability of the project (including affordability) and the operation and optimisation of the facility once constructed.

While the project had commenced prior to Council’s adoption of an investment decision making framework, the framework has been subsequently applied where possible. Council’s policies have guided and influenced the options analysis process, along with the studies undertaken. See [“Council policies” on page 29](#).

The following diagram and table demonstrate the steps taken to determine the feasibility of this project. A full description of each of the studies undertaken is provided below.

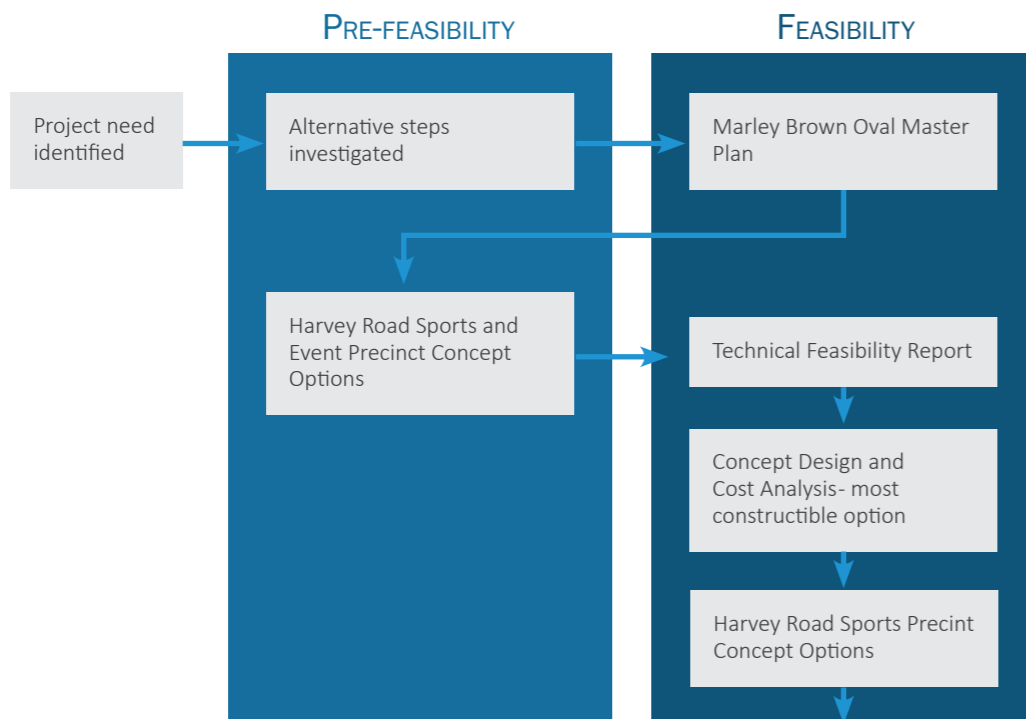


Figure 34: Feasibility process flowchart

| Project phase                              | Sites considered  | Actions  |
|--|---|--|
| Project need identified                    | Marley Brown Oval   | Upgrade required- status quo ruled out. To consider alternative sites.   |
| Alternative sites                          | Ashpond 7   | Ruled out. Brown field site. Strategic Port land, not currently available. May have access issues.   |
|  | Showgrounds   | Ruled out. Planning area targeted towards high density housing for aged care. Council does not have tenure. Tenure held by a private family via Queensland Chamber of Agricultural Societies Inc.  |
|  | Ferguson Park- Gladstone Turf Club                            | Ruled out. No tenure. Gladstone Turf Club has a 99 year perpetual lease with the Queensland Government.  |
| Marley Brown Oval Master Plan              | Option 1- Marley Brown Oval reorientation                     | Preferred, but later ruled out. Preferred by Council due to site history. Ruled out due to impact on neighbours and user consultation.   |
|  | Option 2- Marley Brown Oval renovation                        | Ruled out. Would not meet broadcast requirements or desired crowd capacity   |
|  | Other options- Main field elsewhere on the site               | Ruled out, but later reconsidered. Ruled out due to user impact and greenfield site. Reconsidered after user and neighbour consultation.   |
| Concept Options for Stakeholder Engagement | Single North/South Field on Marley Brown Oval (further south) | Ruled out. User objection due to junior rugby league facility demolition.  |
|  | Reserve Land  | Preferred option with further investigation. User consultation favoured green field site.  |
|  | Triple Field on Marley Brown Oval                             | Ruled out. User objection due to junior rugby league facility demolition.  |
| Technical Feasibility Report               | Northern Reserve Land   | Ruled out. Extent of fill required to develop site. Only one extra field created.  |
|  | Central Reserve Land  | Chosen option. While spatially constrained, the space is still sufficient. Provides the most ideal sports management outcome. Provides an additional two rugby league fields.  |
|  | Southern Reserve Land   | Ruled out. Most constrained option. Site most subject to stormwater flooding. Use of land in proximity to environmentally sensitive areas and presents a less suitable layout for carnival and day-to-day sports play.   |
| Cost Analysis                              | Do-minimum  | Unfortunately due to required accessibility, safety and compliance improvements (some of which are due to the existing facility’s age), do-nothing is not an option for this facility. The do-minimum costing has been estimated at \$8,765,010. This outcome does not provide a facility suitable to hold NRL competitions, but does extend the capacity of the facility to host regional carnivals with changes to the governance and operation of the facility. |
|  | Local, regional and NRL Facility                              | To achieve a facility which improves the facility for locals while also delivering a facility suitable for regional, state and national carnivals and NRL and other showcase games, the development has been costed at \$50,500,374.   |

Table 12: Feasibility process

## PRE-FEASIBILITY AND FEASIBILITY ASSESSMENTS AND STUDIES

The following planning has guided the feasibility study assessment process.

### Marley Brown Oval Master Plan

To consider the upgrade options for Gladstone Coal Exporters Sports Complex, Gladstone Regional Council commissioned a master plan which was completed in August 2019. The preferred master plan option reoriented the existing field north/south and replaced the existing grandstand and junior rugby league facilities with stadium infrastructure on the western side of the field. However, dissatisfaction during stakeholder consultation with neighbours ALH Group, operators of the Harvey Road Tavern (whose existing vista onto Marley Brown Oval and natural light source would be blocked by the new stadium), ruled out this option. Consultation with Rugby League Gladstone also revealed their unease with demolition of existing junior rugby league facilities.



Figure 35: Master Plan Concept for the Precinct Gladstone Coal Exporters Sports Complex Master Plan as at August 2019, page 8, Otium Planning Group Pty Ltd

## Concept Options for Stakeholder Engagement

In September 2020, during preparation of this Business Case, further concept options were presented to closely impacted stakeholders. This consultation led to the decision to locate the stadium and main field on reserve land within the Harvey Road Sports and Events Precinct, to the south of Marley Brown Oval. Several notable benefits were realised within this solution, including:

- Avoidance of space constraints presented by the Marley Brown Oval site;
- More flexibility with the stadium design;
- Likely reduction in parking and traffic conflict between site users and Harvey Road Tavern customers;
- Enhanced field use in both everyday and carnival use formats; and
- Infrastructure decommissions complementary to existing and future use



Figure 36: Concept option, Centre Field, usage examples

## Technical Feasibility Report (Reserve Land)<sup>44</sup>

To determine the best location for a main stadium within the Harvey Road Sports and Events Precinct reserve land, engineers, architects and technical experts were contracted to conduct a constructability review. This review considered three possible locations, including the accommodation of additional fields on the site.

The three design options consisted of a North, Central and South option. These options have been further developed during the conceptual design investigation phase, with fully scaled versions of the identified masterplan options developed in order to identify:

- Spatial constraints;
- Civil design constraints;
- Potential encroachment into mapped environmental / flood constrained areas; and
- Conflicts with existing facilities and services

The civil engineering and sports report and the risk assessment completed for each of the three concept design options determined that the southern option was the most constrained option. This was primarily due to:

- The splitting of the touch fields across two separate locations on either side of the premier field and the encroachment of touch fields located on lot 25 into environmentally sensitive areas;
- The susceptibility of sporting fields (touch and rugby union fields) to flooding from storm events; and
- The ability to successfully manage the facility during a sporting carnival.

The sports report determined that both the north and central concept design options had merit, providing differing opportunities while also being constrained. The southern option was discounted. The north option provides ample space for the siting of the premier field and grandstand facility, while providing space for event management and warming up. However, this option is constrained by the amount of fill that would need to be imported for the creation of the premier field and grandstand. The north option will also only result in the creation of one additional rugby league field (excluding the premier field).

The central option is spatially constrained, with the location of the premier field and grandstand between the existing car park and the Briffney Creek corridor, which contains a mapped endangered regional ecosystem. To ensure that the premier field provides sufficient space to accommodate the grandstand and crowds, it will be necessary to encroach upon existing parking facilities and demolish the touch football clubhouse. This option is preferable from a sports management perspective, providing fields consolidated by code (rugby league, rugby union and touch football) and offering an additional two full size rugby league fields (not including the premier field / Marley Brown Oval).

The Marley Brown Grandstand is recommended for removal, to avoid ongoing maintenance costs in retention of a substantially non-compliant structure. Marley Brown playing field is recommended to be rejuvenated by removing the existing grass surface, resetting the sprinkler heads, installing a subsoil drain network, and finally, scarification of the existing topsoil surface prior to placement of a new conforming topsoil and turf.

## OPERATIONAL FEASIBILITY ASSESSMENT

In addition to investigating the site feasibility and constructability, operational feasibility has also been explored. This includes the Construction transition strategy ([page 52](#)) to provide users with continuous operation during construction and the potential Governance and management models ([page 39](#)) to maximise utilisation and viability.

The construction transition strategy and governance and management models are discussed elsewhere within this Business Case document.



Figure 37: SOURCE: Image Box 4680



# 7. SERVICE LEVEL IMPACTS

Currently the sports precinct on Harvey Road is leased to two primary users. The northern end of the precinct, including Gladstone Coal Exporters Sports Complex (AKA Marley Brown Oval), is leased and predominantly used by Rugby League Gladstone. The site’s southern portion is leased by Gladstone Touch Association. Rugby League Gladstone and Gladstone Touch Association operate the site, including the majority of the required maintenance and hiring to other users. The current maintenance standard is to local level for all playing surfaces other than Marley Brown Oval, which is maintained to a regional standard. Council contributes to maintenance and preparation when facility use is for major or high level events delivered by or in partnership with Council.

To maximise utilisation and viability, when delivering the playing surfaces at regional level and higher, options for a changed governance and management model have been investigated for the redeveloped Harvey Road Sports and Events Precinct.

If the facility is not operated at regional level and higher only existing local/regional level facility activation can be expected with no additional economic benefits attracted to the region.

For the purpose of this Business Case including the cost benefit analysis, it has been assumed that the facility will be operated by Council, and managed as an extension of the Gladstone Entertainment Convention Centre. Further refinement and consultation will be undertaken in the lead up to the development to refine the details of the eventual management model.

## GOVERNANCE AND MANAGEMENT MODELS

As the Harvey Road Sports and Events Precinct (incorporating Marley Brown Oval) is developed to include a small stadium, the user profile for the facility will change, and so a review of the governance and management model was completed.

The range of governance options available for the new facility are detailed in the table to the right. These include:

- Independent governance/management (recommended), led by:
  - Council; or
  - Community board; or
  - Commercial operator (governed by Council)
- Governance/management by majority user
- Shared governance/management of exclusive use areas (current)

While five clear options are presented here, there are additional sub-options within each option. These can be further refined, led by best practice applied by other Councils.

It is recommended that one of the independent governance/management model options be adopted to capitalise on the investment made to upgrade the facility. This is expected to optimise multi-use, large format carnival/event use, user pays and facility hire opportunities. If the facility redevelopment project does not occur, options for a changed management model should still be investigated.

| Council   | Community board  | Commercial operator  | Majority user   | Exclusive area lessees  |
|---|--|--|---|---|
| <b>INDEPENDENT GOVERNANCE/MANAGEMENT MODEL</b>  |  |  | <b>MAJORITY USER LED MODEL</b>  | <b>CURRENT MODEL</b>  |
| GRC to operate the facility. Council staff manage facility, hire and charge hire fees to users.   | Independent community board formed to operate the facility. Potentially a Council controlled entity (Ltd or Pty Ltd). Board employs staff to manage, hire and charge hire fees to users. | Commercial operator (contractor or lessee) operate the facility. Operator’s staff manage, hire and charge hire fees to users.                | Majority user (NFP association) operates the facility under a lease, employs staff or volunteers to manage facility, hire and charge hire fees to all other users.  | Areas within the facility are separated into lease areas, managed by association staff or volunteers. Additional users hire directly from lessees.  |
| <b>Potentials</b>   |  |  |   |   |
| Ability to appoint staff with proven track record in facility maintenance<br>Priority on regional level large scale events<br>Priority on facility maintenance<br>Equitable field use<br>Users may increase use of alternate local level facilities<br>Affordable field hire (pay per use)<br>Users not financially burdened by facility maintenance  |  |  | New and improved facilities may facilitate increased revenue for majority user<br>Single point of contact   | Retains status quo  |
| Users not financially burdened by facility maintenance<br>Council may locate offices within building to offset costs<br>Balance of commercial and social/economic outcomes  | Broad and deep stakeholder engagement and buy-in / ownership<br>Transparent structure with a membership drawn from credible organisations that have a track record                       | Ability to appoint contractor with proven track record in facility management<br>Private sector efficiency<br>KPIs for financial performance |   |   |
| <b>Constraints/Risks</b>  |  |  |   |   |
| Restrictions placed on each user group’s access to facilities<br>Financial support may still be required from Council to ensure hire fees are affordable for users<br>Resistance to change in operational model by users<br>Additional revenue may not be sufficient or consistent<br>Potential for major events to take precedence, with regular users having to be flexible with season format or find other venues for seasonal activities |  |  | Significant ongoing Council financial support required<br>Use dominated and/or controlled by one organisation- may constrain maximum facility use<br>Potential for conflict amongst various user groups with a range of priorities<br>May threaten the financial viability of majority user<br>Maintenance and replacement may receive lower priority<br>Seasonal activities of regular users could restrict opportunities for major events | Significant ongoing Council financial support required<br>Use dominated and/or controlled by only two organisations- constraining maximum facility use<br>Facility much less available for shared/carnival/major events<br>Threats to the financial viability of lead users<br>Maintenance and replacement may receive lower priority<br>Requirement for Council to deal with separate organisations potentially duplicating effort |
| Creates additional business function and service level for Council<br>Potential ‘government’ inefficiency   | Equity of stakeholder representation could be questioned and the Board of Directors could be ‘stacked’<br>Conflict between stakeholders’ best interests and revenue earning priority     | May be a higher cost option for Council<br>Social benefits may be overlooked   |   |   |
| <b>Financials and economics (for Council)</b>   |  |  |   |   |
| Costs higher for employment of staff<br>Costs higher for day-to-day operation and maintenance (higher level service delivery)<br>Higher investment in marketing and promotion to drive higher revenue   |  |  | Costs higher for asset replacement (shorter renewal periods)<br>Costs higher for major event preparation and rectification  |   |
| Revenue higher from facility hire   |  |  | Nil revenue   |   |
| Statewide economic impact (more major events and carnivals)   |  |  | More localised economic impact (mostly local and regional events- infrequent major events)  |   |

Table 13: Governance model options

## Governance and management background

Currently, tenure of the whole precinct is roughly divided into two portions. Rugby League Gladstone holds tenure (normally a lease with Council- currently not renewed) over the northern end of the facility, including Marley Brown Oval, the lower training field, the two junior rugby league fields and all associated infrastructure. Gladstone Touch Association holds tenure over the southern end of the facility, including six touch football fields and associated infrastructure including clubhouse, change rooms and caretaker's cottage.

Other users, including Gladstone Rugby Union, Gladstone Port Curtis Touch Association and schools, use the facility by way of agreement with and by paying a fee to Rugby League Gladstone. In accordance with Council's leasing policy, facility users are currently responsible for the day-to-day maintenance of all elements of the facility. Council also allocates an annual budget of approximately \$90,000 towards the upkeep of the existing Marley Brown Oval facilities, predominantly for the grandstand. At times when Council wishes to utilise the facility, arrangements are made with Rugby League Gladstone regarding each party's contribution. An allowance for grounds maintenance, including remediation before and after events, is included in Council's annual budget for the facility.

## Governance and management model opportunities

Since the development is within a Sport and Recreation Zone defined by the Gladstone Regional Council Planning Scheme 2015, it is guided by the Sport and Recreation Zone Code and this Code's overall outcomes, including that "opportunities for sporting clubs using playing fields to establish in multi-purpose club facilities are facilitated".

This, along with Council's expectation for the new facility to fulfil corporate and operational plan outcomes specific to growth and prosperity, especially relating to economic development, sports tourism and events, necessitates a review of the Harvey Road Sports and Events Precinct's governance and management model.

It is recommended that a separation of the facility/venue management function from the user be considered to equitably manage occupancy needs of each user and to facilitate growth and opportunities to host major events. This would avoid tensions that can arise when one user controls the access to and pricing of a venue used by other (sometimes directly competing) users.

Independent venue management can also more effectively promote collaborative and coordinated investment in maintenance and refurbishment. This avoids a situation where head lessees, which are currently mostly not-for-profit organisations, do not set fees which adequately cover contributions towards facility development and replacement.

With an Australia-wide trend towards multi-use venues, independent operating models are more common, especially with stadiums and larger sports precincts.

The table below provides an evaluation of similar regional level facilities.

| Stadium Name                         | City                | Multi-use (Y/N) | Precinct (Y/N)                        | Facility Owner                | Facility Operator                              | User Tenure   | Total Capacity | Seating | Sports  |
|--------------------------------------|---------------------|-----------------|---------------------------------------|-------------------------------|--|---|----------------|---------|---|
| Browne Park <sup>45</sup>            | Rockhampton, Qld    | Y               | N                                     | Queensland Government         | Browne Park Trust / Rockhampton Leagues Club   | Field use scheduled by Browne Park Trust                                    | 8,000          | 5,200   | Rugby League<br>Soccer  |
| Barlow Park <sup>46</sup>            | Cairns, Qld         | Y               | Y (small)                             | Council                       | Council  | Hire  | 15,000         | 1,700   | Rugby League<br>Athletics<br>Rugby Union<br>Soccer<br>Oztag   |
| BB Print Stadium <sup>47</sup>       | Mackay, Qld         | Y               | Y (large)<br>Abbott Park +            | Council                       | MECC (stadium)<br>JRL (Abbott Park)            | Hire (stadium)  | 12,000         | 1,600   | Rugby league<br>Soccer<br>Events  |
| Sunshine Coast Stadium <sup>48</sup> | Sunshine Coast, Qld | Y               | Y (mid)                               | Council                       | Council  | Hire  | 12,000         | 1,050   | Rugby league<br>Rugby union<br>Soccer<br>Touch<br>Schools<br>Events   |
| Scully Park <sup>49</sup>            | Tamworth, NSW       | Y               | N                                     | Tamworth Regional Council     | Wests Entertainment Group (lease from Council) | Hire (discount for schools)   | 11,000         | 700     | Rugby league<br>Rugby union<br>Football   |
| Carrington Park <sup>50</sup>        | Bathurst, NSW       | Y               | Y (small)<br>Morse Park (JRL)         | Bathurst Regional Council     | Panthers operate<br>Council maintains          | Panthers have seasonal use<br>Others hire if Panthers not using (user pays) | 13,000         | 1,100   | Rugby league dominated  |
| Glen Willow Stadium <sup>51</sup>    | Mudgee, NSW         | Y               | Y (large)                             | Mid-Western Regional Council  | Mid-Western Regional Council                   | Casual or Seasonal Hire   | 10,000         | 1,000   | Athletics<br>AFL<br>Cricket<br>Hockey<br>Rugby League<br>Rugby Union<br>Soccer<br>Softball<br>Touch<br>Netball<br>Cycling |
| McDonalds Park <sup>52</sup>         | Wagga Wagga, NSW    | Y               | Y (large)<br>including Parramore Park | City of Wagga Wagga           | Council  | Regular or Seasonal Hire  | 10,000         | 1,500   | Netball<br>Rugby league<br>Futsal<br>Basketball<br>Volleyball   |
| Warren Park                          | Darwin, NT          | Y               | Y                                     | Northern Territory Government | NRL NT   | Regular users<br>Also hirers  | 10,000         | 1,250   | Rugby league<br>Touch<br>Rugby union  |

Table 14: Similar regional level facilities governance and management comparison

45 <https://www.austadiums.com/stadiums/stadiums.php?id=217>

46 <https://www.austadiums.com/stadiums/stadiums.php?id=165>

47 <https://www.austadiums.com/stadiums/stadiums.php?id=368>

48 <https://www.austadiums.com/stadiums/stadiums.php?id=296>

49 <https://www.austadiums.com/stadiums/stadiums.php?id=272>

50 <https://www.austadiums.com/stadiums/stadiums.php?id=225>

51 <https://www.austadiums.com/stadiums/stadiums.php?id=378>

52 <https://www.austadiums.com/stadiums/stadiums.php?id=374>

## OPERATING PERFORMANCE

This section presents the projected financial performance of the venue once operational, along with key assumptions.

### PROFIT AND LOSS

| Revenue                          | YEAR 1               | 2                    | 3                    | 4                    | 5                    | 6                    | 7                    | 8                    | 9                    | 10                   |
|----------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| Community use                    | \$ 70,320.00         | \$ 72,429.60         | \$ 74,602.49         | \$ 76,840.56         | \$ 79,145.78         | \$ 81,520.15         | \$ 81,386.60         | \$ 86,484.73         | \$ 88,999.58         | \$ 91,669.56         |
| Regional, State and National use | \$ 6,000.00          | \$ 6,180.00          | \$ 6,365.40          | \$ 6,556.36          | \$ 6,753.05          | \$ 14,400.00         | \$ 14,832.00         | \$ 14,832.00         | \$ 15,276.96         | \$ 15,735.27         |
| Major events                     | \$ 190,000.00        | \$ 380,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        |
| Sponsorship                      | \$ 20,000.00         | \$ 20,600.00         | \$ 21,218.00         | \$ 21,854.54         | \$ 22,510.18         | \$ 30,000.00         | \$ 30,900.00         | \$ 31,827.00         | \$ 32,781.81         | \$ 33,765.26         |
| Other                            | \$ 17,500.00         | \$ 17,500.00         | \$ 17,500.00         | \$ 17,500.00         | \$ 22,500.00         | \$ 22,500.00         | \$ 22,500.00         | \$ 22,500.00         | \$ 22,500.00         | \$ 22,500.00         |
| <b>Total Revenue</b>             | <b>\$ 303,820.00</b> | <b>\$ 496,709.60</b> | <b>\$ 689,685.89</b> | <b>\$ 692,751.46</b> | <b>\$ 700,909.01</b> | <b>\$ 718,420.15</b> | <b>\$ 719,618.60</b> | <b>\$ 729,558.35</b> | <b>\$ 733,670.10</b> | <b>\$ 733,670.10</b> |

| Costs                            | YEAR 1               | 2                    | 3                    | 4                    | 5                    | 6                    | 7                    | 8                    | 9                    | 10                   |
|----------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| Site administration              | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        | \$ 110,000.00        |
| Building operational maintenance | \$ 94,000.00         | \$ 97,000.00         | \$ 100,000.00        | \$ 111,000.00        | \$ 111,000.00        | \$ 111,000.00        | \$ 72,000.00         | \$ 111,000.00        | \$ 219,000.00        | \$ 219,000.00        |
| Field maintenance                | \$ 177,000.00        | \$ 177,000.00        | \$ 177,000.00        | \$ 182,000.00        | \$ 182,000.00        | \$ 182,000.00        | \$ 182,000.00        | \$ 182,000.00        | \$ 182,000.00        | \$ 182,000.00        |
| Utilities                        | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         | \$ 68,280.00         |
| Event costs                      | \$ 80,300.00         | \$ 160,600.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        |
| <b>Total Costs</b>               | <b>\$ 529,580.00</b> | <b>\$ 612,880.00</b> | <b>\$ 696,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 673,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 820,180.00</b> | <b>\$ 820,180.00</b> |

|  |                         |                        |                       |                       |                       |                    |                     |                     |                       |                       |
|--|-------------------------|------------------------|-----------------------|-----------------------|-----------------------|--------------------|---------------------|---------------------|-----------------------|-----------------------|
| <b>Net operational profit / (loss)</b> | <b>\$ ( 225,760.00)</b> | <b>\$ (116,170.40)</b> | <b>\$ ( 6,494.11)</b> | <b>\$ (19,428.54)</b> | <b>\$ (11,270.99)</b> | <b>\$ 6,240.15</b> | <b>\$ 46,438.60</b> | <b>\$ 17,378.35</b> | <b>\$ (86,509.90)</b> | <b>\$ (86,509.90)</b> |
|--|-------------------------|------------------------|-----------------------|-----------------------|-----------------------|--------------------|---------------------|---------------------|-----------------------|-----------------------|

## REVENUE DETAIL

|  | YEAR 1               | 2                    | 3                    | 4                    | 5                    | 6                    | 7                    | 8                    | 9                    | 10                   |
|--|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <b>Community hire</b>  |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| Rugby League   | \$ 34,560.00         | \$ 35,596.80         | \$ 36,664.70         | \$ 37,764.65         | \$ 38,897.58         | \$ 40,064.51         | \$ 41,266.45         | \$ 42,504.44         | \$ 43,779.57         | \$ 45,092.96         |
| Touch football   | \$ 21,600.00         | \$ 22,248.00         | \$ 22,915.44         | \$ 23,602.90         | \$ 24,310.99         | \$ 25,040.32         | \$ 25,791.53         | \$ 26,565.28         | \$ 27,362.23         | \$ 28,183.10         |
| Other (e.g. Corporate hire)  | \$ 12,000.00         | \$ 12,360.00         | \$ 12,730.80         | \$ 13,112.72         | \$ 13,506.11         | \$ 13,911.29         | \$ 14,328.63         | \$ 14,758.49         | \$ 15,201.24         | \$ 15,657.28         |
| <b>Community Carnivals</b>   | \$ 2,160.00          | \$ 2,224.80          | \$ 2,291.54          | \$ 2,360.29          | \$ 2,431.10          | \$ 2,504.03          | \$ 2,579.15          | \$ 2,656.53          | \$ 2,656.53          | \$ 2,736.22          |
| <b>Regional, State and National sporting events</b>                | \$ 6,000.00          | \$ 6,180.00          | \$ 6,365.40          | \$ 6,556.36          | \$ 6,753.05          | \$ 14,400.00         | \$ 14,832.00         | \$ 15,276.96         | \$ 15,276.96         | \$ 15,735.27         |
| <b>Major Events (NRL, Brisbane Roar, Qld Reds, Music Concerts)</b> | \$ 190,000.00        | \$ 380,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        | \$ 570,000.00        |
| <b>Facility Sponsorship</b>  | \$ 20,000.00         | \$ 20,600.00         | \$ 21,218.00         | \$ 21,854.54         | \$ 22,510.18         | \$ 30,000.00         | \$ 30,900.00         | \$ 31,827.00         | \$ 32,781.81         | \$ 33,765.26         |
| <b>Office rental</b>   | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         |
| <b>Functions</b>   | \$ 7,500.00          | \$ 7,500.00          | \$ 7,500.00          | \$ 7,500.00          | \$ 12,500.00         | \$ 12,500.00         | \$ 12,500.00         | \$ 12,500.00         | \$ 12,500.00         | \$ 12,500.00         |
| <b>Total Revenue</b>   | <b>\$ 303,820.00</b> | <b>\$ 496,709.60</b> | <b>\$ 689,685.89</b> | <b>\$ 692,751.46</b> | <b>\$ 700,909.01</b> | <b>\$ 718,420.15</b> | <b>\$ 722,197.76</b> | <b>\$ 726,088.69</b> | <b>\$ 729,558.35</b> | <b>\$ 733,670.10</b> |

## COSTS DETAIL

|                                  | YEAR 1               | 2                    | 3                    | 4                    | 5                    | 6                    | 7                    | 8                    | 9                    | 10                   |
|----------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <b>Site administration</b>       |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| Facility manager                 | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         |
| Administrator                    | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         | \$ 80,000.00         |
| Office costs                     | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          |
| <b>Building maintenance</b>      |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| Pest Control                     | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 2,000.00          | \$ 110,000.00        | \$ 110,000.00        |
| Plumbing / Electrical repairs    | \$ 5,000.00          | \$ 6,000.00          | \$ 7,000.00          | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         |
| General building maintenance     | \$ 15,000.00         | \$ 17,000.00         | \$ 19,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         | \$ 25,000.00         |
| Cleaning                         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         | \$ 30,000.00         |
| Fire safety*                     | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         | \$ 20,000.00         |
| Waste management                 | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         | \$ 22,000.00         |
| <b>Field Maintenance</b>         |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| Salaries                         | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        | \$ 160,000.00        |
| Consumables                      | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         |
| Equipment repair and replacement | \$ 5,000.00          | \$ 5,000.00          | \$ 5,000.00          | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         | \$ 10,000.00         |
| <b>Utilities</b>                 |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| Gas                              | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          | \$ 6,000.00          |
| Water Consumption                | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         | \$ 15,000.00         |
| Phone/Data Line Rental           | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          | \$ 3,600.00          |
| Electricity- Building            | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         | \$ 12,000.00         |
| Electricity- Field Lighting      | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         | \$ 31,680.00         |
| <b>Event Costs</b>               |                      |                      |                      |                      |                      |                      |                      |                      |                      |                      |
| One off event costs              | \$ 80,300.00         | \$ 160,600.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        | \$ 240,900.00        |
| <b>Total costs</b>               | <b>\$ 529,580.00</b> | <b>\$ 612,880.00</b> | <b>\$ 696,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 712,180.00</b> | <b>\$ 820,180.00</b> | <b>\$ 820,180.00</b> |

## ASSUMPTIONS - REVENUE

| General                 |          |
|-------------------------|----------|
| Usage Growth rate       | 3%       |
| Overnight Visitor Spend | \$137.00 |
| Day Tripper Spend       | \$113.00 |

### Local Community Use

|                | Site visitors/<br>users | Field hire     | Floodlit          | Weeks per<br>annum | Hire - Rate per hr | Floodlit<br>-rate per<br>hour | Annual              | Notes  |
|----------------|-------------------------|----------------|-------------------|--------------------|--------------------|-------------------------------|---------------------|--|
|                |                         | Hours per week | Hours per<br>week |                    | \$                 | \$                            | \$                  |  |
| Rugby League   | 16000                   | 48             | 16                | 40                 | \$ 12.00           | \$ 18.00                      | \$ 34,560.00        | Rates per hour from Sunshine Coast Council charges at similar facility<br>Training twice per week, 3 hours per night on 4 fields, fixtures for 6 hours per weekend on 4 fields |
| Touch football | 8000                    | 18             | 18                | 40                 | \$ 12.00           | \$ 18.00                      | \$ 21,600.00        | 2 nights per week, 3 hours per night, on 3 fields, all floodlit  |
| Other          | 4000                    | 10             | 10                | 40                 | \$ 12.00           | \$ 18.00                      | \$ 12,000.00        | Other sports, casual hire, corporate hire  |
| <b>Total</b>   |                         |                |                   |                    |                    |                               | <b>\$ 68,160.00</b> |  |

### Community Carnivals

|   | Site visitors/<br>users | Per annum | Days | Fields used | Hire rate per<br>field per day | Annual      |
|---|-------------------------|-----------|------|-------------|--------------------------------|-------------|
|   |                         |           |      |             | \$                             | \$          |
| Additional Junior Rugby League Carnival | 4214                    | 1         | 3    | 6           | \$ 120.00                      | \$ 2,160.00 |

| Overnight visitors<br>(two nights) | Day trippers | Overnight Spend | Day Tripper Spend |
|------------------------------------|--------------|-----------------|-------------------|
| 1054                               | 1054         | \$288,659.00    | \$119,045.50      |

### State and National sporting events

|   | Site<br>visitors/<br>users | Per<br>annum | Days | Fields<br>used | Hire rate per<br>field per day | Annual       |
|---|----------------------------|--------------|------|----------------|--------------------------------|--------------|
|   |                            |              |      |                | \$                             | \$           |
| Various (QRL, QRU, FQ, School Sport, other) | 2500                       | 1            | 5    | 6              | \$ 200.00                      | \$ 6,000.00  |
| Various (QRL, QRU, FQ, School Sport, other) | 5000                       | 2            | 5    | 6              | \$ 240.00                      | \$ 14,400.00 |

|   | Overnight visitors<br>(two nights) | Day trippers | Overnight Spend | Day Tripper Spend |
|---|------------------------------------|--------------|-----------------|-------------------|
| Attract Qld SSO's and School Sport to host their regional, state or national championships at venue |                                    |              |                 |                   |
| Years 1-5   | 625                                | 625          | \$171,250.00    | \$70,625.00       |
| Years 6-10  | 1250                               | 1250         | \$342,500.00    | \$141,250.00      |

## Major Events (NRL, Brisbane Roar, Qld Reds, Music Concerts, Festivals)

| Events schedule                               |               |               |              |               |              |               |              |               |               |               |
|---|---------------|---------------|--------------|---------------|--------------|---------------|--------------|---------------|---------------|---------------|
| Year  | 1             | 2             | 3            | 4             | 5            | 6             | 7            | 8             | 9             | 10            |
| Event multiplier                              | 1             | 2             | 3            | 3             | 3            | 3             | 3            | 3             | 3             | 3             |
| Total attendance (across all events per year) | 7500          | 15000         | 22500        | 22500         | 22500        | 22500         | 22500        | 22500         | 22500         | 22500         |
| Major event performance fees                  | \$ 112,500.00 | \$ 225,000.00 | \$337,500.00 | \$ 337,500.00 | \$337,500.00 | \$ 337,500.00 | \$337,500.00 | \$ 337,500.00 | \$ 337,500.00 | \$ 337,500.00 |

|  | Site visitors/<br>users | Attendance | Ticket price<br>(average) | Revenue<br>per event | Subtotal             |
|--|-------------------------|------------|---------------------------|----------------------|----------------------|
| Sporting fixture / entertainment event   | 7500                    | 7500       | \$ 20.00                  |                      | \$ 150,000.00        |
| Associated sponsorship                   |                         |            |                           | \$ 25,000.00         | \$ 25,000.00         |
| Corporate catering revenue (third party) |                         |            |                           | \$ 15,000.00         | \$ 15,000.00         |
| <b>Total</b>                             |                         |            |                           |                      | <b>\$ 190,000.00</b> |

|          | Overnight vistors<br>(2 nights) | Day trippers | Overnight<br>Spend | Day Tripper Spend |
|----------|---------------------------------|--------------|--------------------|-------------------|
| Year 1   | 1875                            | 1875         | \$ 513,750.00      | \$ 211,875.00     |
| Year 2   | 3750                            | 3750         | \$ 1,027,500.00    | \$ 423,750.00     |
| Years 3+ | 5625                            | 5625         | \$ 1,541,250.00    | \$ 635,625.00     |

|              | Overnight vistors<br>(2 nights) | Day trippers | TOTAL<br>Overnight<br>Spend | TOTAL Day Tripper<br>Spend |
|--------------|---------------------------------|--------------|-----------------------------|----------------------------|
| Year 1       | 3554                            | 3554         | \$ 973,659.00               | \$ 401,545.50              |
| Year 2       | 5429                            | 5429         | \$ 1,487,409.00             | \$ 613,420.50              |
| Years 3 to 5 | 7304                            | 7304         | \$ 2,001,159.00             | \$ 825,295.50              |
| Years 6+     | 7929                            | 7929         | \$ 2,172,409.00             | \$ 895,920.50              |

Major event costs do not include appearance / touring fees (these are included in the CBA as a cost but as a separate subvention fund. If these are incurred ticket prices would need to ensure Council retains \$25 per ticket.

### Facility Sponsorship

|   |             |
|---|-------------|
| Perimeter signage, facility naming rights | \$20,000.00 |
|---|-------------|

### Canteen

Assume club use for all community events and regional, state or national events. Council receive revenue, from third party, who will operate the canteen during major events

### Office rental

|   |             |
|---|-------------|
| Rental income from two offices in new grandstand to sports development officers or similar - at \$5000 per office per annum | \$10,000.00 |
|---|-------------|

### Functions

|   | Events<br>p.a | Rental<br>fee | Annual<br>income | Years    |
|---|---------------|---------------|------------------|----------|
| Third party hirers of new function facility in grandstand | 6             | \$1,250.00    | \$7,500.00       | Yrs 1- 4 |
| Assume catering is organised by hirer                     | 10            | \$1,250.00    | \$12,500.00      | Yrs 5-10 |

## ASSUMPTIONS - COSTS

Annual CPI 0%

### Site administration

Site manager- 0.2 FTE at employment cost of \$125000 p.a

Salaries assumes 1 full time administrator at employment cost of \$80,000

### Building maintenance

All building maintenance based upon budget for comparable stadium (BB Print Stadium, Mackay)

Field lighting based upon usage (above) at zero mark up (i.e. costs = revenue)

Some field and building maintenance costs increase from year 4- assuming some warranty coverage for first three years

### Field Maintenance

Salaries assume 2 fulltime grounds staff at average employment cost of \$80,000 each

Other field maintenance costs based upon budget for comparable stadium (BB Print Stadium, Mackay)

### Utilities

All utility costs based upon budget for comparable stadium (BB Print Stadium, Mackay)

### Event Costs - per event

|                             | Number | Hours per staff | Rate per hour | Total cost          | FTE per person | FTE all staff |
|-----------------------------|--------|-----------------|---------------|---------------------|----------------|---------------|
| Event staff                 | 40     | 5               | 35            | \$ 7,000.00         | 0.0076         | 0.304         |
| Security                    | 20     | 5               | 35            | \$ 3,500.00         | 0.0076         | 0.152         |
| Supervisory staff           | 10     | 8               | 60            | \$ 4,800.00         | 0.0122         | 0.122         |
| Equipment hire              |        |                 |               | \$ 25,000.00        |                |               |
| Event promotion             |        |                 |               | \$ 20,000.00        |                |               |
| Other event costs (unknown) |        |                 |               | \$ 20,000.00        |                |               |
| <b>Total event costs</b>    |        |                 |               | <b>\$ 80,300.00</b> |                | <b>0.578</b>  |

# 8. LEGISLATIVE ISSUE ANALYSIS

As part of the Technical Feasibility Assessment of the Harvey Road Sports and Events Precinct completed by Burchills Engineering on behalf of Council, ecological, flooding and stormwater, traffic, town planning, bushfire, heritage, european cultural heritage and aboriginal cultural heritage assessments have been undertaken. The Assessment identified that there are no severe risks that exist which would compromise the delivery of the project.<sup>53</sup>

## ENVIRONMENTAL ISSUES

### Ecological assessment

Burchills Engineering Solutions completed an assessment of the site's Environmental Constraints for all three site options. The assessment included a desktop assessment of mapped environmental constraints (local / state government resources) and a site inspection to verify on-ground conditions in areas of the mapped constraints.

In summary, it was identified through consultation with the State Assessment and Referral Agency (SARA) that a number of permits / approvals may be required to facilitate development works at the site due to the proximity of development works to Briffney Creek, mapped watercourse located on Lot 25 and vegetation mapped as Endangered Remnant Regional Ecosystem. It was also recommended that, prior to development, a Property Map of Assessable Vegetation (PMAV) application be lodged to amend regional ecosystem mapping, which incorrectly represents mapped vegetation onsite.

Initial investigations over the whole site detailed the following findings:

- Existing use extends to the boundary of endangered vegetation
- Proposed works will not substantially change the intensity of use- it is therefore not expected that additional buffering provided to the riparian area and mapped endangered vegetation is required
- All options include some incursion into and clearing of the mapped endangered remnant vegetation. It is not clear from the concept plans whether disturbance to the high bank of Briffney Creek would be required
- The balance of the mapped area does meet the criteria for remnant endangered RE12.3.3 and there are some areas that are mapped and are devoid of vegetation

The initial assessment made the following recommendations, which were further investigated and followed up with SARA:

- The chosen central option avoids works that would result in disturbance to and beyond the high bank of Briffney Creek;
- The chosen central option limits works to the existing disturbance footprint in this area;
- Development should avoid impacts on tree protection zones (TPZ) adjacent to the sports field and within the mapped endangered vegetation;
- Additional site surveys were recommended following adoption of the preferred option, should incursion into mapped endangered vegetation be required;

- Consultation with SARA was recommended via the pre-lodgement advice request process, to determine whether clearing of mapped endangered vegetation for the project would constitute prohibited development under the Planning Act 2016;
- Advice should also be sought on permit requirements for works within Briffney Creek if applicable; and
- All works should be undertaken in accordance with the recommendations of a licensed spotter catcher, an AQF level 5 Arborist (for tree clearing) and an approved Environmental Management Plan.

Further details regarding the preliminary Ecological Assessment including the pre-lodgement advice received from SARA, is available in Appendices B and C of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>54</sup>.

## PLANNING ISSUES

### Flooding and stormwater assessment

Burchills Engineering Solutions completed a desktop flood assessment of the subject site to identify site conditions during flood events. Modelling (including climate change scenarios) determined that the preliminary civil design did not have adverse hydraulic impacts upon private property external to the site and generally maintains the hydraulic characteristics of Briffney Creek.

The assessment utilised a TUFLOW model provided by Gladstone Regional Council to determine modelled maximum water level, depth and velocity for several design flood events experienced at the site. The assessment determined:

- Flooding at the subject site is caused by the overtopping of Briffney Creek, which result in the slight inundation of the site's eastern perimeter;
- Flow is generally confined to the banks of the Briffney Creek, where water depths and velocity are at their greatest;
- Major flooding is predicted for the north-eastern field, where flooding is expected to be approximately 1m in the 1% AEP scenario and approximately 0.25m for the 1EY (Q1) scenario. The major flooding in this part of the subject site is due to the overtopping of the Briffney Creek. Because of the flooding characteristics of this area, it is a critical flood storage area for the local catchment;
- The north-eastern field is predicted to have the most significant flooding, and has a modelled velocity in the range of 0.2-0.6m/s. Velocities in Briffney Creek and upstream areas are far greater than that of the sports fields, often exceeding 3m/s; and
- Local runoff from Harvey Road and other developments surrounding the subject site, with exception to those upstream, will not be a major constraint for development in this area.

53 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

54 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022



The assessment determined risks and opportunities posed by the project in relation to flooding. Risks identified related to the loss of flood storage, loss of conveyance capacity and potential adverse flood impact upon private property.

The assessment also identified that recent development activities had resulted in an upstream inflow being modified. The inflow location was amended in the flood model, reducing conveyance over the sports fields.

The initial flooding and stormwater assessment was further refined following selection of the central option and in response to technical comments received from Council Officers. In particular, the Auckland Creek flood model was rerun using the digital elevation model developed as part of the civil earthworks design task, to identify the offsite impacts that the proposed development may have upon the floodplain (loss of flood storage / conveyance capacity, adverse flood impact on private property). This modelling (including climate change scenarios) determined that the preliminary civil design did not have adverse hydraulic impacts upon private property external to the site and generally maintains the hydraulic characteristics of Briffney Creek. Commentary was also provided in relation to the management of stormwater onsite and the potential need to provide stormwater detention or quality improvement devices to satisfy water quality objectives prescribed by the GRC Planning Scheme.

Further details regarding the preliminary Desktop Flood Assessment can be found within Appendix D of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>55</sup>.

## Bushfire

It is recommended that during the detailed design stage, a Bushfire Assessment be completed by a qualified bushfire consultant to inform design measures.

The Bushfire Resilient Communities<sup>56</sup> document prescribes the criteria for establishing bushfire categories for hazard mapping.

- Potential Impact Buffer Area: All land within 100m from Medium Impact Area
- Medium Bushfire Hazard: 4,000 – 20,000 kW/m potential fireline intensity
- High Bushfire Hazard: 20,000 – 40,000 kW/m potential fireline intensity
- Very High Bushfire Hazard Area: 40,000+ kW/m potential fireline intensity

Bushfire Attack Levels are a means of measuring the severity of a building's potential exposure to ember attack, radiant heat and direct flame contact. There are essentially 6 BAL ratings:

1. BAL – Low: There is insufficient risk to warrant specific construction requirements;
2. BAL – 12.5: Ember attack (heat flux up to 12.5 kW/m);
3. BAL – 19: Increasing levels of ember attack and burning debris ignited by windborne embers, together with increasing heat flux (heat flux up to 19 kW/m);
4. BAL – 29: Increasing levels of ember attack and burning debris ignited by windborne embers, together with increasing heat flux (heat flux up to 29 kW/m);
5. BAL – 40: Increasing levels of ember attack and burning debris ignited by windborne embers, together with increasing heat flux (heat flux up to 40 kW/m) and with increased likelihood of exposure to flames;
6. BAL – FZ: Direct exposure to flames from fire, in addition to heat flux (heat flux greater than 40 kW/m) and ember attack.

Where development is greater than 100m from any classified vegetation the BAL rating will be BAL– LOW and will not require any special construction requirements. Where there is a risk or potential that ember attack could affect a development a BAL – 12.5 is applied.

## Traffic assessment

Burchills Engineering Solutions completed an assessment of transport constraints and opportunities in the form of a preliminary technical assessment in relation to the proposed development. The assessment was prepared using road and traffic data provided by Gladstone Regional Council and SIDRA<sup>57</sup> analysis. In summary, the assessment determined that both northern and southern car parks in pre and post-game scenarios performed within the maximum parameter values.

An integrated approach to transport for the selected site option involved provision for car spaces that encourage other forms of mode share transport including public transport, minibuses, coaches, walking and cycling. Additional car spaces are recommended, providing a total of 640 spaces required for crowds up to 2,000 spectators, plus 75 spaces for players / coaches / referees. Overflow parking where space is available for a proportion of the car parking requirement and higher parking demands is recommended. The layout of the car parking should provide for taxi and rideshare companies, bus stops, VIP parking, turning provisions for buses, lay-by areas for buses, access for service vehicles, food vans and bicycle racks.

Large car parking modules which result in a more efficient form and centralised car parking in distinct areas is recommended with proximity to the fields, grandstand, PWD spaces and administrative areas. A layout that maximises car and pedestrian safety by containing passenger loading / unloading within the confines of the car park in close proximity to the fields without the need to cross public roads provides for safer outcomes.

Previous assessment of the Harvey Road / Dawson Highway roundabout showed that the roundabout operated at an average of 40% capacity with a maximum of 60% (in 2014), indicating that the roundabout has capacity for the anticipated traffic generated by the modest scale events. For large 10,000 crowd events, an Event Management Plan is recommended. Other modes of transport including public transport, walking and cycling are also recommended.

Pedestrian and cycle paths are recommended for inclusion and should follow the overall master plan as detailed for the Gladstone Regional Council Pedestrian and Cycle Strategy. A network of pathways within the final layout is also recommended, to connect the various purposes and fields.

The traffic assessment was updated following GRC's selection of the central site option. The assessment was updated to include a SIDRA analysis assessing the capacity of both the existing northern intersection and proposed southern intersection on Harvey Road for both the base case and the design peak period. The assessment determined that both northern and southern car parks in pre and post-game scenarios performed within the maximum parameter values. In addition to the SIDRA analysis, a cost estimate for works associated with the new signalised intersection for the Harvey Road / Southern Car park intersection (on Lot 25) was also completed. The preliminary feasibility cost estimate identified that works associated with the upgrade were approximately \$1 million.

Further details regarding the preliminary Traffic Assessment is provided within Appendix E of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>58</sup>.

55 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

56 Bushfire Resilient Communities - Technical Reference Guide for the State Planning Policy State Interest 'Natural Hazards, Risk and Resilience - Bushfire' October 2019 chrome-extension://efaidnbmnnnibpcjpcglclefindmkaj/viewer.html?pdfurl=https%3A%2F%2Fwww.qfes.qld.gov.au%2Fsites%2Fdefault%2F-files%2F2021-05%2FBushfire-Resilient-Communities.pdf&clen=9382723&chunk=true

57 Sidra Intersection is a software package used for intersection and network capacity, level of service and performance analysis, and signalised intersection and network timing calculations by traffic design, operations and planning professionals.

58 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

## Town planning assessment

An external town planning consultancy completed an assessment of the key planning requirements associated with the proposed redevelopment of the Harvey Road Sports and Events Precinct. The assessment concluded the following in relation to the development potential of the subject site:

- The subject site is dual zoned, Lot 2 RP218092 and Lot 22 CTN1622 are within the Sport and Recreation Zone while Lot 25 C15493 is within the Low-Density Residential Zone;
- A sports complex can be defined as either an Outdoor Sport and Recreation Facility or Major Sports, Recreation and Entertainment Facility, depending on the development's scale. In this instance it is considered that the Outdoor Sport and Recreation definition is more applicable;
- The Outdoor Sport and Recreation land use within the Sport and Recreation Zone is listed as an Accepted Development subject to Requirements;
- The Outdoor Sport and Recreation use within the Low Density Residential Zone will trigger Impact Assessment. The Major Sports, Recreation and Entertainment Facility use will also trigger Impact Assessment within the Low Density Residential Zone;
- A Code Assessable development application will take approximately 3-4 months to be assessed by Council. An Impact Assessable development application will take approximately 6 months for Council to assess and decide;
- The site is subject to a number of Overlays, some of which increase the level of assessment for an Outdoor Sport and Recreation use to Code Assessable development. Design of the development should give consideration to maintaining compliance with the requirements outlined within the relevant overlay codes; and
- The site contains a number of Matters of State Environmental Significance (regulated vegetation / waterways for waterway barrier works), which may trigger referral to the Department of State Development, Infrastructure, Local Government and Planning should they be impacted.

Further details regarding the preliminary Planning Technical Memo prepared by Zone Planning Group are provided within Appendix F of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>59</sup>.

## CULTURAL HERITAGE OR NATIVE TITLE ISSUES

### European cultural heritage

A search of the DAMs Mapping and Gladstone Regional Council local heritage register identified that no items of cultural heritage value were listed in the vicinity of the subject site.

### Aboriginal cultural heritage

A search of the Aboriginal Cultural Heritage mapping was conducted to identify any mapped areas of aboriginal cultural heritage within the vicinity of the subject site. A search of the Aboriginal and Torres Strait Islander cultural heritage register was also conducted for Lot 2 SP218092, Lot 22 CTN1622 and Lot 25 C15493. The searches identified that the lots were not recorded on the register as containing matters of Aboriginal Cultural Heritage.

Further details of the searches of the Aboriginal Cultural Heritage Register are contained within Appendix G of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>60</sup>.

<sup>59</sup> Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

<sup>60</sup> Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

# 9. COMPLEXITY AND DELIVERY

## CAPACITY TO DELIVER

The project will be managed and overseen by Council via a Project Control Group, as detailed in the Project Management Plan. Council has a proven track record for delivering projects of this nature.

The dedicated Council Project Manager will monitor and administer the contract before and during construction. This will ensure the project is delivered on time, on budget and in accordance with required standards and contractual obligations.

Project resources have been assessed based on Council specific internal capacity and capability to manage and deliver similar projects. The project resources for this project include:

- Project Manager
- Project planning and governance
- Project procurement
- Contract Administration
- Superintendency
- Cost Planner
- Engineers

Projects such as the Philip Street Communities and Families Precinct and the Gladstone Entertainment Convention Centre upgrade demonstrate Council’s capability to deliver large scale infrastructure developments.

## Philip Street Communities and Families Precinct

The Philip Street Communities and Families Precinct, supported by \$22.4 million of Federal Government funding, has been designed to strengthen Gladstone’s community and social service sector by clustering people and organisations together. The initiative is aimed at improving and enhancing service delivery outcomes and enhancing the wellbeing of Gladstone Region residents. The precinct offers a unique opportunity for service providers, organisations and community groups to move beyond simply being located together to collaboration, where organisations plan and evaluate together, working towards shared goals.

This unique operating model creates opportunities for connection, wellbeing and lifelong learning and is the first of its kind to operate under this truly collaborative model in Australia. The precinct’s dedicated formal Advisory Committee advises Council on strategic planning, management and service delivery to make sure the community’s voice is heard and services, programs and activities are designed and responsive to community needs. The Salvation Army Gladstone, Council’s Engagement and Partnerships team, Gladstone’s Neighbourhood Centre and GAPDL Communities for Children will all be based at the precinct.

The Philip Street Communities and Families Precinct has been funded by the Australian Government’s Regional Jobs and Investment Packages, the Queensland Government’s Department of Communities, Housing and Digital Economy, Gladstone Regional Council and the Gladstone Foundation, in partnership with The Salvation Army.



Figure 38: Philip Street Communities and Families Precinct (Source: <https://paynters.com.au/project/philip-street-communities-and-families-precinct/>)



Figure 39: Philip Street Communities and Families Precinct (Source: <https://www.gladstone.qld.gov.au/philip-street-precinct>)

## Procurement

The project will be procured in accordance with GRC's Procurement Policy. The project will be tendered through the open tendering market.

The tender process and tender documents (in line with Local Governments Act (2009) and Council's Procurement Policy) abide by the sound contracting principles of value for money, open and effective competition, environmental protection and ethical behaviour. The proposed procurement and evaluation strategy will be documented through procurement planning, which is intended to ensure principles of conformity, accountability, competition, fairness, equity and integrity, ensuring that adequate records are kept of the evaluation process to provide a suitable audit trail. The process provides a professional, fair and equal framework for the evaluation of tender responses. The process ensures that decisions made during the selection process are transparent and defensible.

Importantly, the procurement of goods and services will consider how local suppliers and trades can benefit from the project during construction and operation.

## READINESS TO COMMENCE AND COMPLETE

### Constructability assessment

The Final Technical Feasibility Assessment of the Harvey Road Sports and Events Precinct completed by Burchills Engineering on the behalf of GRC identified that there are no severe risks that exist, which would compromise delivery of the project.<sup>61</sup>

In addition to ecological, flooding and stormwater, traffic, town planning, heritage, European cultural heritage and Aboriginal cultural heritage assessments, geotechnical investigations, and building conditions, acoustic engineering, electrical services and civil engineering and sports assessments have been completed.

## Geotechnical investigations

A geotechnical investigation was completed by Butler Partners in order to identify subsurface conditions at the subject site. This process included the sinking of six shallow bores within existing sporting fields.

Broadly, the report identified subsurface conditions at possible grandstand locations generally comprising of 20mm-50mm thick bituminous concrete surface layer, underlain by pavement gravel and clayey sandy gravel fill to between 0.2m and 1.2m depth, underlain in turn by stiff to hard sandy / gravelly clay and medium dense clayey gravelly sand to between 2m and 7.5m depth. Very low strength breccia (rock) was encountered underlying the fill and soil in all bores.

Subsurface conditions encountered at shallow bore locations within the existing playing fields comprised clayey / silty sand fill to the bore termination depth of 0.3m, which was placed as topsoil for the sporting fields.

Groundwater was encountered at a depth of 4.5m and is expected to be seasonal and affected by prevailing weather conditions.

Soils encountered in the bores included a zone that was acidic. However, based on site geology, surface elevation and appearance of soils, these soils are not considered to be ASS. As such an ASS management plan will not be required. However, it is strongly recommended that additional ASS testing be completed as part of geotechnical investigation prior to the detailed design phase of the development.

Foundation selection for the grandstand will be dependent upon structural loadings, tolerance to movement, type and magnitude of loading, groundwater conditions at the time of construction etc.

Local variations in soil strength could be expected to occur over the site and it is suggested that the foundation design and construction pricing methodology adopted for the project be such that footing sizes/footing depths can be readily adjusted if required during construction, without significant time/cost penalties being incurred.

Weathered breccia (rock) was encountered in the borehole drilled in the central option's grandstand location at a shallower depth to that for the other two options. As the allowable bearing pressure is greater at a shallower depth in this location, footing design would be marginally less substantial than the northern or southern options.

Further details regarding the Geotechnical Assessment, are within Appendix H of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>62</sup>.

## Acoustic engineering

A Preliminary Noise Impact Assessment was prepared by ATP Consulting Engineers for the selected central concept design option. Noise modelling was completed, giving consideration to all potential noise generating sources including the use of the sports fields, spectators, whistles, vehicle movements, public address system and mechanical equipment.

The report concluded that to comply with relevant noise criteria at nearby residential areas, mitigation measures would need to be implemented within the complex. These mitigation measures include:

- The development of a Noise Management Plan for large sporting events with more than 1,000 people;
- Orientating public address speakers away from nearby sensitive receptors (residential dwellings) and limiting the level of emissions to 83dB(A) or 86dB(C);
- Limiting the use of the public address system to between 7am and 10pm;
- The use of designated pick up / drop off areas for buses and coaches; and
- Recommendations regarding the design and installation of mechanical plant equipment.

Further details regarding the Preliminary Noise Impact Assessment prepared by ATP Consulting Engineers, are within Appendix J of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>63</sup>.

## Electrical services engineering report

A preliminary Electrical Services Budget was prepared by Peter Eustace Consulting Engineers for the Harvey Road Sports and Events Precinct. The budget was prepared to identify costs associated with provision of suitable electrical services infrastructure. The budget was prepared using publicly available data (dial-before-you-dig, Google Street View) and site photos provided by Burchills Engineering Solutions and GRC.

The assessment determined that the provision of electrical services infrastructure suitable for servicing the Harvey Road Sports and Events Precinct would cost in the order of \$2.97 million. These costs have been incorporated into the preliminary project costings.

Details regarding the Electrical Services Budget document prepared by Peter Eustace Consulting Engineers can be found within Appendix K of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>64</sup>.

61 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

62 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

63 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

64 Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022

## Civil engineering and sports assessment

The Civil Engineering and Sports Assessment prepared by JPS Engineering Consultants assessed the three concept options at the Harvey Road site. This assessment gave consideration to the findings of all technical disciplines, with recommendations regarding each option made from a civil engineering and sports design perspective. The report recommended that both the north and central options be compared carefully, with the limitations / constraints of each option considered in relation to the opportunities provided, with Council subsequently choosing the central field option with reference to preliminary civil designs and cost estimates. Much higher development costs were attributed to the northern option due to the large volume of fill required.

The major advantage of the central option is that two full size rugby league fields can be provided to the north of the site, which cannot be provided in the north option. The central option provides six full size rugby league fields and one mod size rugby league field, maximising the facility's regional carnival capacity.

The central option is constrained spatially (east-west), providing limited width to accommodate the grandstand and premier field due to the presence of mapped endangered regional ecosystem / flood extents both situated within the Briffney Creek corridor. However, siting of the premier facility to the east (encroaching upon existing car parking facilities), will avoid mapped constraints.

Further details regarding the Civil Engineering and Sports Report prepared by JPS Consulting Engineers is within Appendix L of the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022<sup>65</sup>. A summary of the cost estimate for the project is provided in ["Capital costs" on page 57](#).

## Available documentation

A large range of documents have been prepared as part of the options and technical feasibility report, demonstrating the project's readiness to proceed.

### Assessments

- Ecological Site Assessment (Burchills)- Appendix B
- SARA Prelodgement Advice- Appendix C
- Preliminary Flood Assessment (Burchills)- Appendix D
- Preliminary Traffic Assessment (Burchills)- Appendix E
- Town Planning Tech Memo (Zone Town Planning)- Appendix F
- Aboriginal Cultural Heritage Register Searches- Appendix G
- Geotechnical Investigation (Butler Partners)- Appendix H
- Existing Building Conditions Report (BSPN Architecture)- Appendix I
- Acoustic Engineering Report (ATP Consulting Engineers)- Appendix J
- Electrical Services Engineering Report- Appendix K
- Civil Engineering & Sporting Initial Technical Assessment (JPS Engineering Consultants)- Appendix L
- Risk Register- Appendix M
- Swept Path Analysis- Appendix O

### Cost estimates

- Conceptual Design Preliminary Cost Estimates- Appendix N

### Architectural and design

- Conceptual Design Drawings (Burchills)- Appendix A
- Floor plans by BSPN Architects- Appendix Q
  - Ground Floor Plan- B2100074 A1.21 (Rev 4), Level 1- B2100074 A1.22 (Rev 2), Level 2- B2100074 A1.23 (Rev 1)
- Drone view renders
  - Overall, Close Up
- Renders
  - Field Side View, Field Front View, Entry Side View, Entry Front View

## Civil

- Overall Site Layout Plan- C101 (Rev A)
- Earthworks Cut and Fill Layout Plan- C201 (Rev A)
- Earthworks Layout Plan
  - Sheet 1- C211 (Rev A), Sheet 2- C212 (Rev A)
- Earthworks Cross Sections- C221 (Rev A)
- Erosion and Sediment Control Layout Plan
  - Sheet 1- C251 (Rev A), Sheet 2- C252 (Rev A), Notes- C253 (Rev A)
- Field and Service Layout Plan
  - Sheet 1- C301 (Rev A), Sheet 2- C302 (Rev A)
- Intersection Layout Plan
  - Sheet 1- C351 (Rev A), Sheet 2- C352 (Rev A), Sheet 3- C353 (Rev A)
- Car Park Layout Plan
  - Sheet 1- C361 (Rev A), Sheet 2- C362 (Rev A)
- Stormwater Catchment Layout Plan- C401 (Rev A)
- Stormwater and Subsoil Drainage Layout Plan
  - Sheet 1- C411 (Rev A), Sheet 2- C412 (Rev A)
- Flood Model Layout Plan- C421 (Rev A)
- Stormwater Longitudinal Section- C431 (Rev A)
- Stormwater Notes and Details- C441 (Rev A)
- Bioretention Pod Details- C451 (Rev A)
- Services Reticulation Layout Plan
  - Sheet 1- C501 (Rev A), Sheet 2- C502
- Lighting and Electrical Layout Plan
  - Sheet 1- C601, Sheet 2- C602

# CONSTRUCTION TRANSITION STRATEGY

The construction phase of the Harvey Road Sports and Events Precinct redevelopment is planned to take two years. It is important to note that the impact of construction will span two full seasons for existing users. This necessitates a well-planned and well-consulted construction transition strategy to ensure existing users can maintain their activities during construction.

As part of the consultation phase of this Business Case, an informal user group has already been established. A key step in the delivery of the Harvey Road Sports and Events Precinct redevelopment is the formalisation of this user group to ensure that strategies and decisions regarding construction transition, user agreements and field use scheduling are user-driven.

Since Harvey Road is a large and existing facility with a significant amount of infrastructure which will remain in place, project staging can present excellent transitional strategies.

The following staging plan presents some transitional options, which will be refined through user group consultation. Note that this transition relies on earthworks being carried out in stages. If cost efficiencies or site based topography and drainage issues create dependencies, especially with earthworks, transitional strategies will rely more heavily on accommodating existing users on alternative lit venues within the region, which ideally have canteens available (to maintain revenue sources) at rugby league home grounds or other sports venues (see the list provided in [Table 15](#)).

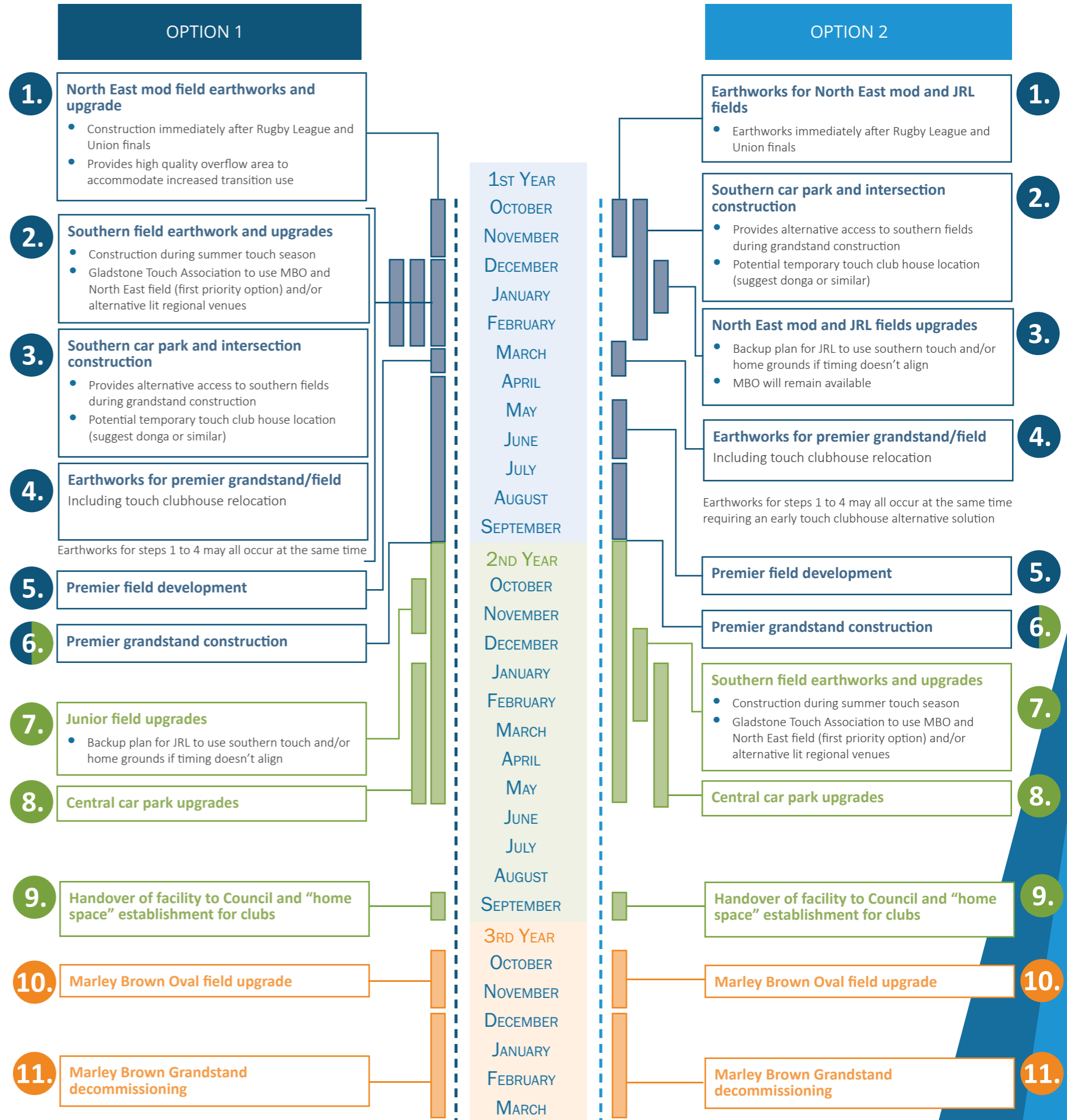
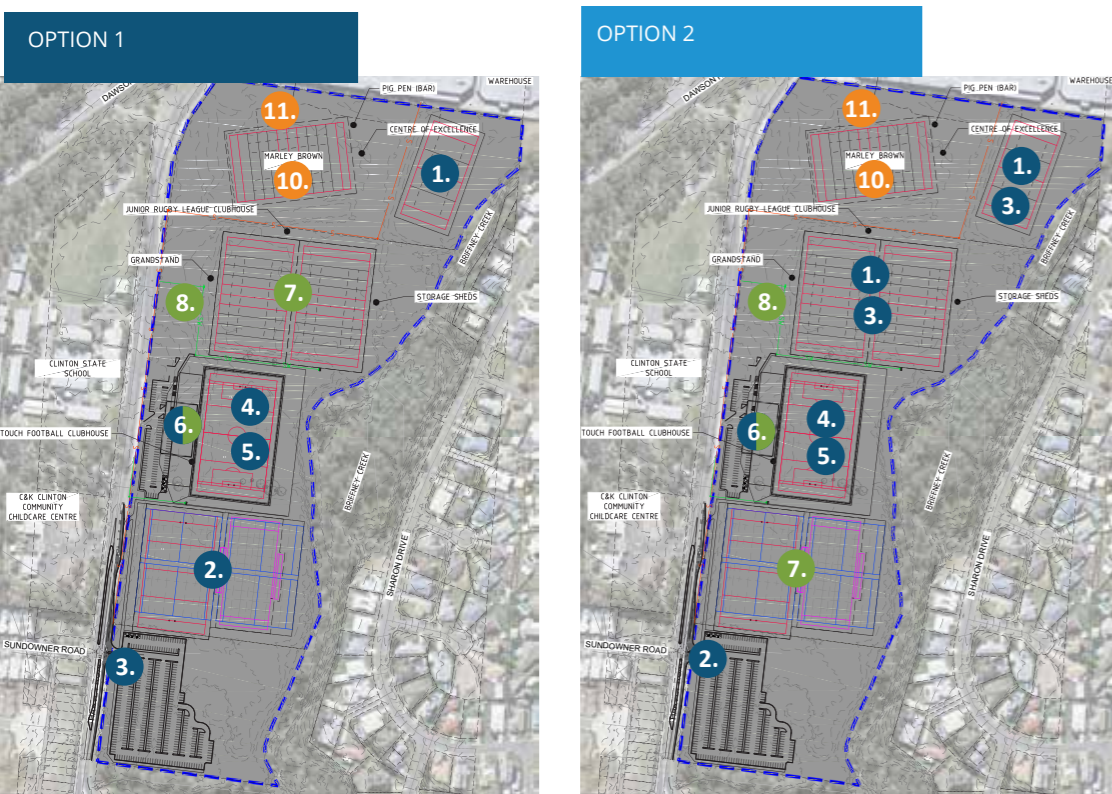


Figure 41: Construction transition strategy timeline

The following table provides a list of alternative regional venues, which may be used (subject to consultation and negotiation) during the two-season construction transition period. Use of these facilities in transition may instigate beneficial field lighting upgrades.

| Club/Venue   | Distance from Marley Brown | Lights               | Clubhouse | Canteen |
|--|----------------------------|----------------------|-----------|---------|
| Past Brothers' Junior Rugby League Football Club (Gladstone) Inc. and The Past Brothers' Rugby League Football Club Gladstone Inc. | 6.6km                      | Below standard       | Yes       | Basic   |
| Valleys Junior Rugby League Football Club Inc and Valleys Rugby League Football Club Gladstone Inc.                                | 2.5km                      | Not suitable         | Unsure    | Basic   |
| Wallaby Rugby League Football Club Inc   | 6.7km                      | Below standard       | Yes       | Yes     |
| Calliope Junior Rugby League Club Inc. and Calliope Rugby League Club Inc.   | 18km                       | Yes                  | Yes       | Basic   |
| Biloela Junior Rugby League Club Inc. and Biloela Panthers Rugby League Football Club Inc.   | 115km                      | Only on senior field | Yes       | Yes     |
| Tannum Sands Rugby League Inc. and Tannum/Boyne Seagulls Junior RLFC Incorporated  | 22km                       | Yes                  | Yes       | Yes     |
| Boyne Island Tannum Sands (BITS) Football (Soccer) Club (Boyne Island)   | 22km                       | Yes                  | Yes       | Yes     |

Table 15: Alternative regional venues which may be used during the two-season construction transition period

## CAPACITY TO MAINTAIN BENEFITS

It is intended that Council will operate and maintain the redeveloped Harvey Road Sports and Events Precinct. Council has an excellent track record of operational and maintenance success, demonstrated by its operation of the Gladstone Entertainment Convention Centre. Council's management of this facility is guided by its Asset Management Policy, Strategic Asset Management Plan and Asset Management Manual.

### Gladstone Entertainment Convention Centre

Gladstone Regional Council successfully operates the Gladstone Entertainment Convention Centre (GECC), which is Central Queensland's only fully-integrated convention and entertainment centre. Following a multi-million dollar redevelopment, Gladstone Entertainment Convention Centre is one of regional Queensland's premier entertainment venues, consistently attracting new entertainment, conferences and events.

While COVID has impacted the centre's success measures in recent years, the 2017/2018 Annual Report showcases Council's success in operating the centre. Overall, the team delivered more programs, events, community support and community development than previous years, and had a direct business improvement of 18%.

In 2017/2018 the centre hosted 312 shows/events (up from 187 in the previous year). Theatre patronage was also up in this year with 26,029 tickets sold to 159 Theatre Performances, up by 27% on the previous year. Events in the Convention Centre also increased to 153 bookings, up from 103 in 16/17. The GECC team were responsible for the NRL match between the Gold Coast Titans and the Manly Sea Eagles in April 2018.



Figure 42: Gladstone Entertainment Convention Centre (source: <https://www.qso.com.au/about/venues/gladstone-entertainment-convention-centre>)

# 10. RISK MANAGEMENT

Options analysis identified high level key risks for each option. This is coupled with a more thorough risk assessment for the preferred option, the Central location, presented within this document. Together, this amounts to a significantly detailed and thorough risk assessment.

The Harvey Road Sports and Events Precinct redevelopment project was initially conceived based on both opportunities and risk. Following the successful hosting of a mid-season NRL game in April 2018, with tickets selling out quickly, the opportunity to host more games became evident. However, due to the lack of suitability of the existing field and supporting infrastructure, the likelihood of attracting more games in the facility’s current state was identified as very low.

Early options analysis focused on site, tenure and access situations and risks, resulting in the early ruling out of alternative sites (other than Marley Brown Oval). The next stage of options analysis focused on community acceptance and constructability, with the almost-certain extreme consequences of objection from neighbouring landholders ruling out a redevelopment of the Marley Brown Oval site. Further investigation into alternatives for this site also revealed risks, with facility users objecting to the required demolition of existing buildings.

## EARLY RISK ASSESSMENT OUTCOMES

The table below identifies early options analysis risk assessment outcomes.

| Project Stage                             | Risk Description   | Likelihood Rating | Consequence Rating |
|---|--|-------------------|--------------------|
| Status quo                                | Existing field layout and infrastructure not suitable for future NRL game hosting desired by Council and community | Likely            | High               |
| Alternative sites                         | Alternatives sites presenting unnegotiable tenure and costly access issues   | Likely            | High               |
| Redevelop on Marley Brown Oval site       | Objection from neighbouring landholders  | Almost certain    | Extreme            |
| Reconsider Marley Brown Oval field layout | Objection from facility users due to required building demolition  | Almost certain    | High               |

Table 16: Risk assessment outcomes

The constructability review conducted to determine the preferred site for the development within the reserve land adjacent to Marley Brown Oval included a thorough risk register (see Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022 (Appendix J)). Risks identified during the options analysis for the preferred “central” option are listed in Table 17.

## TECHNICAL FEASIBILITY REPORT RISKS

| Discipline            | Description   | Likelihood | Consequence | Risk        |
|-----------------------|---|------------|-------------|-------------|
| Transport             | Parking facilities, lay-by areas, bus stops provided are not sufficient to cater for future regional events leading to unplanned parking onsite, parking offsite and in surrounding residential areas   | Unlikely   | Low         | Moderate    |
| Transport             | Increased parking demands required to service larger events may need overflow parking   | Moderate   | Low         | Moderate    |
| Transport             | Larger events will require access to the site by larger vehicles (articulated vehicles) allowing for the delivery of materials  | Likely     | Low         | Significant |
| Transport             | Large scale events (exceeding 10,000 people) may exceed the design operation capacity of Harvey Road / Dawson Highway causing traffic flow issues   | Moderate   | Medium      | Significant |
| Transport             | Site access is currently provided via a signalised intersection on Harvey Road. An extension of fields to the south will warrant investigation of a second (or new) access point onto Harvey Road   | Likely     | Negligible  | Significant |
| Environmental         | Proposed works associated with the construction of the new facility results in the clearing of mapped Endangered Remnant Regional Ecosystem. The clearing of Endangered vegetation is prohibited under the Planning Act 2016                                | Unlikely   | High        | Significant |
| Environmental         | Earthworks associated with the establishment of the selected concept may impact upon the root zone of mapped Endangered Remnant Regional Ecosystem Vegetation   | Likely     | Low         | Significant |
| Flooding / Stormwater | Works within flood affected parts of the site (particularly the north-eastern extents) may result in a loss of flood storage within the catchment. This may result in afflux up / downstream of the site which has the potential to cause actionable damage | Moderate   | Medium      | Significant |
| Flooding / Stormwater | The establishment of structures within flood affected parts of the site has the potential to interfere with the conveyance capacity of Briffney Creek. This may result in changed upstream local hydraulic conditions                                       | Rare       | Medium      | Low         |



| Discipline            | Description   | Likelihood     | Consequence | Risk        |
|-----------------------|---|----------------|-------------|-------------|
| Flooding / Stormwater | Changes to existing site levels and the introduction of structures to flood affected portions of the site has the potential to impact upon hydraulic conditions of areas up / downstream of the subject site. This may have an adverse impact upon private property, creating actionable damage                                     | Unlikely       | Medium      | Moderate    |
| Planning              | If the proposed development is deemed to constitute a Major Sport, Recreation and Entertainment Facility use, it will trigger an impact assessable development application where situated within a Sports and Recreation zone   | Moderate       | Low         | Moderate    |
| Planning              | The establishment of an Outdoor Sport and Recreation land use / Major Sports, Recreation and Entertainment Facility constitutes an impact assessable development application where situated within a Low Density Residential zone. This land use will trigger the requirement to lodge an Impact Assessable development application | Almost Certain | Low         | Major       |
| Planning              | Referral may be required to the Department of State Development, Infrastructure, Local Government and Planning for Vegetation Clearing, Waterway Barrier Works and State Transport Infrastructure   | Likely         | Medium      | Significant |
| Civil Infrastructure  | Proximity of proposed works to existing water and sewer infrastructure and potential for earthworks to impact these mains   | Unlikely       | Medium      | Moderate    |
| Civil Infrastructure  | Telstra is currently servicing the existing junior rugby league and touch football clubhouse  | Unlikely       | Negligible  | Negligible  |
| Civil Infrastructure  | Sewer and stormwater services currently running through proposed location of fields. Depth is over 2m, therefore cover will not be a risk   | Unlikely       | Low         | Low         |
| Civil Infrastructure  | Existing sewer main is constructed of asbestos cement. Installation of grandstand and lighting footings require careful due diligence to avoid this service   | Moderate       | High        | High        |
| Civil Infrastructure  | Existing stormwater swale running east to west through the site may need to be either relocated or piped to allow construction of fields over this location   | Moderate       | Low         | Moderate    |
| Sports Field Design   | Fields separated by different disciplines, making running events challenging  | Moderate       | Low         | Moderate    |
| Sports Field Design   | Equitable access for maintenance vehicles, ambulance vehicles and disability compliance and earthworks required to achieve these requirements   | Likely         | Medium      | Moderate    |
| Sports Field Design   | Live broadcast truck access to the premier field and grandstand   | Likely         | Low         | Significant |

| Discipline          | Description   | Likelihood     | Consequence | Risk        |
|---------------------|---|----------------|-------------|-------------|
| Sports Field Design | Northeasten-most field within a flood detention area  | Almost Certain | Low         | Major       |
| Sports Field Design | Sufficient overflow parking area in a major state level event   | Likely         | Medium      | Major       |
| Sports Field Design | Sufficient circulation area for patrons in a major event with up to 10,000 people   | Likely         | Low         | Major       |
| Sports Field Design | Removal of existing car park required to spatially accommodate fields   | Likely         | Negligible  | Significant |
| Sports Field Design | Providing sufficient regulation size fields to cater for the future demand of the facility  | Rare           | High        | Low         |
| Sports Field Design | Orientation of fields to the best common bearing for player and spectator comfort. This is also relevant to shade cast onto the playing field from buildings/grandstand | Unlikely       | High        | Significant |
| Sports Field Design | Best use of space available to provide the facilities required. No dead space in the proposed design  | Moderate       | Low         | Negligible  |
| Sports Field Design | Sufficient circulation area around the fields by providing access to the proposed lighting columns  | Likely         | Low         | Significant |
| Geotechnical        | Presence of acid sulphate soils that could adversely affect growth of turf  | Moderate       | Low         | Moderate    |
| Geotechnical        | Existing topsoil quality insufficient for the performance and drainage requirements to the proposed new fields of play  | Likely         | Low         | Moderate    |
| Geotechnical        | Soil bearing pressure and strength will require substantial footings to proposed grandstand   | Unlikely       | Low         | Low         |

Table 17: Technical Feasibility Report risks

## OTHER RISKS

In addition to the final concept plan risk assessment listed in the table above, the following overall project risks have been identified during preparation of this Business Case.

| Discipline   | Description   | Likelihood | Consequence                      | Mitigation  |
|--|---|------------|----------------------------------|---|
| Planning and approvals   | Qld Department of Resources does not approve the development on Reserve land                    | Possible   | High<br>Project does not proceed | Council to prepare a properly made full land management plan and understand the required community consultation   |
| Financial / Funding  | Government funding not available  | Possible   | High<br>Project does not proceed | Apply for alternative funding and subsequent funding rounds   |
| Financial / Funding  | Council does not prioritise project amongst other funding submissions                           | Possible   | Moderate                         | Project delayed until other higher priority projects are funded or completed  |
| Financial / Funding  | Delays in funding outcome decisions   | Possible   | Moderate                         | Project delayed until funding announced   |
| Financial / Funding, Construction                                | Cost estimates insufficiently cover project development costs (cost blow out)                   | Possible   | High                             | Project management and design/ construct tendering process will aim to meet project budget  |
| Financial / Funding  | Revenue and cash flow differs from forecast   | Possible   | Moderate                         | As a Council managed facility KPI will need to be set and reviewed to meet financial goals  |
| Financial / Funding  | Delayed project or economic climate exposes project to inflated or uncosted escalation          | Possible   | High                             | Inflated escalations rates as experienced during 2020 highlight this risk. If this project is substantially delayed revised cost estimates and cost benefit analysis may be required  |
| Financial / Funding  | Funding lags project cash flow requirements   | Possible   | Likely                           | Via effective Project and Cash Flow Management procedures, Council will need to ensure cash reserves can cover costs incurred between milestones accounting for some delays in payment or milestone completion if required                                |
| Sports Field Design, Civil Infrastructure and Financial/ Funding | Unexpected major project development requirements and costs                                     | Unlikely   | High                             | Extensive feasibility / constructability assessment has been undertaken to identify all likely project requirements. Financial contingencies have been set based on the level of enquiry applied  |
| Design and Planning  | Delays with detailed design contract (including planning and environment issues)                | Unlikely   | Moderate                         | Extensive feasibility / constructability assessment has been undertaken to identify all likely project requirements including likely planning and environment issues. Should fast track the design process  |
| Design   | Brief and compliance requirements not met   | Unlikely   | Moderate                         | Extensive feasibility / constructability assessment has been undertaken to inform brief and preempt compliance requirements. Strict and thorough procurement procedures will be applied   |
| Design   | Failure to meet user requirements and minimum standards   | Possible   | Moderate to High                 | Undertake extensive user and stakeholder consultation with reference to facility development guidelines. Procurement and design brief highly ranks relevant design and operational expertise  |
| Construction   | Lack of qualified, experienced, available, workable and solvent contractors and sub-contractors | Unlikely   | High                             | Seek early expressions of interest from major national contractors to gauge contract interest. Go to market early and seek guarantees within procurement. Follow Council's established procurement, tender and contract processes including documentation |
| Construction   | Project delays and sufficient hand over time  | Possible   | Moderate                         | Detailed project and construction program and monitoring managed closely by Council's qualified and sufficiently experienced project manager.   |

| Discipline                | Description   | Likelihood | Consequence | Mitigation  |
|---------------------------|---|------------|-------------|---|
| Construction              | Scope creep including third party interference  | Possible   | Moderate    | Ensure the project management team is sufficiently empowered to steadfastly uphold the project's agreed vision  |
| Construction              | Weather delays  | Likely     | Low         | Program includes sufficient time contingency for weather delays   |
| Construction              | Electricity supply upgrade required   | Possible   | Moderate    | During detailed design phase investigate need to upgrade electricity supply so that upgrade works are planned within construction schedule.   |
| Community support         | Lack of community understanding of / support for the project                                    | Possible   | Moderate    | Extensive and proactive community engagement over the whole project delivery period communicating a clear project vision  |
| Community support         | Construction impact on community use not well accepted (including required demolitions)         | Possible   | Moderate    | User consultation (backed by wider community consultation) to seek agreed transition strategies for users to accommodate the construction phase   |
| Community support         | Immediate neighbours object to project  | Possible   | Moderate    | Undertake targeted community engagement prior to submitting development application   |
| Community support         | Community not willing to attend events at new facility  | Unlikely   | High        | Extensive and proactive community engagement over the whole project delivery period communicating a clear project vision and contribution to key aspects such as facility naming and facade design  |
| Community support         | Noise complaints from residential neighbours  | Possible   | Moderate    | Mitigation measures and strategies to comply with relevant noise criteria at nearby residential areas be applied in accordance with noise impact assessment.  |
| Business / Organisational | User clubs fold (due to membership numbers, financial sustainability or volunteer availability) | Possible   | Moderate    | Management and operational model provides clubs with sufficient opportunities to raise funds in an environment attractive to members and volunteers. Facility is able to accommodate different rectangular field sports as sports participation trends change over time |
| Business / Organisational | User clubs not able to afford facility hire fees  | Possible   | Moderate    | Clubs hire facilities (including fields) from Council on a user pays basis with fees established equivalent to equivalent to club's previous facility maintenance investment. Facility management model provides clubs with revenue earning opportunities               |
| Business / Organisational | Facility not able to accommodate growth in local sport participation                            | Possible   | Low         | Facility functions as part of Council's wider sport and recreation facility network with facilities existing or planned able to accommodate overflow  |
| Business / Organisational | Inability to attract high level games and major events  | Possible   | High        | Council operated facility using well established event management practices and KPIs (operated under the same model applied to the Gladstone Entertainment Convention Centre)   |
| Business / Organisational | Hosting of major events/ carnivals in conflict with local participation                         | Possible   | Moderate    | Facility user group functions to establish annual event calendar and find solutions to activity clashes and facility sharing with scheduling and format flexibility   |
| Business / Organisational | Insurance not applied to facility under construction  | Unlikely   | Moderate    | Council managed facility with insurance updates via Council's risk and asset management systems   |
| Maintenance               | Venue is not appropriately maintained   | Possible   | Moderate    | Council managed facility maintained using Council's asset management system with depreciation/ replacement costs contributing to a sinking fund   |
| Maintenance               | Field surfaces not maintained to the standard of play or extent of use                          | Possible   | High        | Council managed facility by qualified groundkeepers with use of appropriate equipment, irrigation, fertilisers etc in accordance with specified service standards over the long term or at a temporarily higher standard in accordance with budget                      |

Table 18: Overall project risks

# 11. CAPITAL COSTS

Capital cost estimates for this project have been developed by Rider Levett Bucknall and Burchills and PE Consulting, based on assumptions and designs prepared by Burchills and PE Consulting for the Harvey Road Sports and Events Precinct Technical Feasibility Report BE210217-RP-FFA-00 March 2022.

A summary of these costs are below:

|   |                     |
|---|---------------------|
| Marley Brown Oval (field upgrade)                                 | \$1,705,215         |
| Junior rugby league fields and north east field                   | \$3,619,357         |
| Premier grandstand  | \$18,715,220        |
| Premier field   | \$2,910,982         |
| Central car park  | \$682,060           |
| Touch field   | \$2,507,805         |
| New car park- south   | \$758,460           |
| New traffic signals (south car park- Sundowner Road intersection) | \$816,285           |
| Others  | \$512,532           |
| Margins and adjustments   | \$18,272,458        |
| <b>TOTAL (excluding GST)</b>                                      | <b>\$50,500,374</b> |

Table 19: Project cost summary

A more detailed presentation of the costs is provided below:

| Item # | Component  | Probable cost (ex GST) |
|--------|--|------------------------|
| 1      | Marley Brown Oval  |                        |
|        | Field upgrade- Soil remediation, drainage and field infrastructure | \$781,669              |
|        | Field upgrade- Irrigation  | \$130,074              |
|        | Field upgrade- New fencing   | \$203,241              |
|        | Field upgrade- New electrical and lighting                         | \$294,614              |
|        | Demolition of Marley Brown Oval grandstand                         | \$295,617              |
|        | <b>Subtotal (ex GST)</b>   | <b>\$1,705,215</b>     |
| 2      | Junior rugby league fields and north east field                    |                        |
|        | Accessibility upgrade junior rugby league building                 | \$16,288               |
|        | Field upgrade- Soil remediation and field infrastructure           | \$2,292,427            |
|        | Field upgrade- Irrigation and table drain upgrade                  | \$524,663              |
|        | Fencing (security)   | \$196,750              |
|        | Lighting and electrical  | \$589,229              |
|        | <b>Subtotal (ex GST)</b>   | <b>\$3,619,358</b>     |

| Item #                    | Component   | Probable cost (ex GST) |
|---------------------------|---|------------------------|
| 3                         | Premier grandstand  |                        |
|                           | Demolition of existing touch field building                   | \$63,582               |
|                           | Earthworks  | \$177,320              |
|                           | Building construction including all services to the building+ | \$17,428,718           |
|                           | External services relocation/connection                       | \$750,000              |
|                           | Lighting and electrical                                       | \$295,600              |
|                           | <b>Subtotal (ex GST)</b>                                      | <b>\$18,715,220</b>    |
| 4                         | Premier field   |                        |
|                           | Civil works and field of play including field infrastructure  | \$1,786,212            |
|                           | Topsoil mounds/bleachers                                      | \$108,070              |
|                           | Field irrigation system                                       | \$225,584              |
|                           | Fencing (perimeter and security)                              | \$201,887              |
|                           | Electrical services and lighting                              | \$589,229              |
|                           | <b>Subtotal (ex GST)</b>                                      | <b>\$2,910,982</b>     |
| 5                         | Central carpark   |                        |
|                           | Car park at rear side of premier grandstand all inclusive     | \$376,310              |
|                           | Footpath connection from southern car park to premier field   | \$254,950              |
|                           | Lighting and electrical                                       | \$50,800               |
|                           | Subtotal (ex GST)   | \$682,060              |
|                           | Field upgrade- Soil remediation and field infrastructure      | \$1,781,279            |
| Field upgrade- Irrigation | \$284,604   |                        |
| Lighting and electrical   | \$441,922   |                        |
|                           | <b>Subtotal (ex GST)</b>                                      | <b>\$2,507,805</b>     |
| 7                         | New car parking- south  |                        |
|                           | Earthworks  | \$91,537               |
|                           | Car park area pavement all inc                                | \$590,823              |
|                           | Lighting and electrical                                       | \$76,100               |
|                           | <b>Subtotal (ex GST)</b>                                      | <b>\$758,459</b>       |

| Item #   | Component   | Probable cost (ex GST) |
|--|---|------------------------|
| 8  | New traffic signals at car park south- Sundowner Road intersection  |                        |
|  | Services relocation   | \$51,720               |
|  | Changes and widening of pavement  | \$707,804              |
|  | Traffic signal  | \$17,381               |
|  | Lighting and electrical   | \$39,380               |
|  | <b>Subtotal (ex GST)</b>  | <b>\$816,284</b>       |
| 9  | Others  |                        |
|  | Sewer augmentation and relocation   | \$410,128              |
|  | Bioretention swales for car parks   | \$37,521               |
|  | Disabled access ramps   | \$56,031               |
|  | Soil storage bins   | \$8,852                |
| <b>Subtotal (ex GST)</b>   | <b>\$512,533</b>  |                        |
| 10   | Margins and adjustments   |                        |
|  | Contingency (30%) for items 2, 4, 5, 6, 7, 9  | \$2,957,750            |
|  | Allowance for increase in mark rate costs due to frequent fluctuations in material costs for Items 2, 4, 5, 6, 7, 9 | \$985,920              |
|  | Allowance for insurances for items 2, 4, 5, 6, 7, 9   | \$49,300               |
|  | <b>Subtotal (ex GST)</b>  | <b>\$3,992,970</b>     |
|  | Contingency (30%) for item 1  | \$367,140              |
|  | Allowance for increase in mark rate costs due to frequent fluctuations in material costs for item 1                 | \$122,380              |
|  | Allowance for insurances for item 1   | \$6,200                |
|  | <b>Subtotal (ex GST)</b>  | <b>\$495,720</b>       |
|  | Contingency (10%) for item 8  | \$78,620               |
| <b>Subtotal (ex GST)</b>   | <b>\$78,620</b>   |                        |
| Professional consultant fees on all items except 3   | \$976,320   |                        |
| <b>Subtotal (ex GST)</b>   | <b>\$976,320</b>  |                        |
| Location factor for Gladstone (freight on materials, increased local labour costs, travel and accommodation for specialist trades etc) on item 3 | \$1,818,002   |                        |
| Builder's work In connection with services/sundries on item 3  | \$128,884   |                        |
| Design development contingency on item 3   | \$1,032,415   |                        |
| Building contractor preliminaries and supervision on item 3  | \$3,844,339   |                        |
| Building contractor overheads and profit on item 3   | \$1,058,457   |                        |
| Construction contingency on item 3   | \$1,376,199   |                        |
| Professional consultant fees on item 3   | \$1,444,873   |                        |
| Loose furniture, fixtures and equipment (PC sum) on item 3   | \$342,222   |                        |

| Item # | Component   | Probable cost (ex GST) |
|--------|---|------------------------|
|        | Audio visual (PC sum) on item 3   | \$136,888              |
|        | Public address system (PC sum) on item 3  | \$136,888              |
|        | ICT equipment (PC sum) on item 3  | \$136,888              |
|        | Project contingency/reserve on item 3   | \$818,645              |
|        | <b>Subtotal (ex GST)</b>  | <b>\$12,274,701</b>    |
|        | <b>Qleave levy (0.575%) on all items</b>  | <b>\$398,808</b>       |
|        | Material change of use application for a Major Sport, Recreation and Entertainment Facility (Impact Assessable) | \$5,295                |
|        | Operational works application (facility)  | \$22,727               |
|        | Operational works application southern intersection   | \$13,099               |
|        | Operational works application northern intersection   | \$9,091                |
|        | DTMR referral   | \$1,558                |
|        | PMAV referral   | \$432                  |
|        | Waterway barrier works application  | \$3,118                |
|        | <b>Subtotal (ex GST)</b>  | <b>\$55,320</b>        |
|        | <b>Total rounded (excl. GST) \$ 50,501,000</b>  | <b>\$50,500,374</b>    |

Table 20: Project cost details

## 12. ECONOMIC BENEFITS

The economic benefits generated by the Harvey Road Sports and Events Precinct redevelopment project extend well beyond the benefits generated through the construction phase. Benefits include the economic contribution from a growth in service delivery, new markets and the sports tourism benefits from resulting visitation, as well as post-construction employment.

Benefits which can be easily monetised have been included within the 30-year cost benefit analysis contained in [“Cost benefit analysis” on page 68](#).

Non monetised economic benefits can also be realised from social benefits, which are explored within [“Social benefits” on page 63](#).

### CONSTRUCTION ECONOMIC BENEFITS

The total output from construction, including all direct, supply-chain and consumption effects is estimated to increase by up to \$92.92m. Total value-added, including all direct, supply-chain and consumption effects is estimated to increase by up to \$35.01m.

From the construction value of \$50.5m, it is estimated that the demand for intermediate goods and services would rise by \$31.08m (Type 1 Output multiplier of 1.615). These supply-chain effects include multiple rounds of flow-on effects, as servicing sectors increase their own output and demand for local goods and services in response to the direct change to the economy. These consumption effects are estimated at \$11.34m.

The direct value-added from construction is estimated at \$16.81m. From this direct expansion in the economy, flow-on supply-chain effects in terms of local purchases of goods and services are anticipated, and it is estimated that these indirect impacts would result in a further increase to value-added of \$11.66m (Type 1 Value-added multiplier of 1.694). Consumption effects are expected to further boost value-added by \$6.54m.

### Construction employment

Total employment during construction, including all direct, supply-chain and consumption effects is estimated to increase by up to 222 jobs.

Construction to the value of \$50.5m is expected to create an estimated 96 direct jobs. From this direct expansion in the economy, flow-on supply-chain effects in terms of local purchases of goods and services are anticipated, and it is estimated that these indirect impacts would result in the gain of a further 86 jobs (Type 1 employment multiplier of 1.896). The consumption effects are estimated to further boost employment by 40 jobs.

### WHOLE-OF-LIFE COSTS INCLUDING REPAIRS, MAINTENANCE AND REPLACEMENT

Operational costs for the facility have been included in the projected cash flow and cost benefit analysis.

Costs such as pest control, plumbing / electrical repairs, general building maintenance, cleaning, fire safety, waste management and field maintenance (wages, consumables and equipment repair and replacement) have been estimated based on the costs to operate BB Print Mackay Stadium, which is of similar scale and expected operation as the Harvey Road Sports and Events Precinct. In the first year of operation, operational building maintenance of \$94,000 and field maintenance of \$177,000 has been assumed. By year 10 of the projected cash flow, this increases to \$219,000 and \$182,000 respectively as the facility ages. For the whole 30 year cost benefit analysis period \$10.3m has been allocated to operational building and field maintenance.

Based on assumptions included in financial forecast estimates for the redeveloped Harvey Road Sports and Events Precinct, profitability is expected to be maintained while decreasing in later years due to rising building maintenance costs.

Previously, facility lessees have covered all maintenance and operational costs of the facility. Additionally, Council has typically contributed approximately \$90,000 each year. Within the new operational model where Council will operate the facility, users will continue to contribute similar amounts to what they invested previously. However, these contributions will take the form of hire fees.

Details of the 10 year cash flow and assumptions are included in [“Operating performance” on page 41](#).

### Replacement and depreciation

The cost/benefit of the Harvey Road Sports and Events Precinct redevelopment has been analysed over 30 years. Assets which do not have a useful life greater than 30 years have been replaced during the 30 year cost/benefit evaluation period. The residual life has been shown as a project benefit for assets with longer than a 30 year useful life. The table below shows the depreciation calculations provided by Gladstone Regional Council.

| Assets   | Useful Life | Total \$AUD | Estimated Depreciation Per Annum |
|--|-------------|-------------|----------------------------------|
| ICT equipment (PC sum) on item 3                           | 5 Yr(s)     | \$136,888   | \$27,378                         |
| Public address system (PC sum) on item 3                   | 10 Yr(s)    | \$136,888   | \$13,689                         |
| Audio visual (PC sum) on item 3                            | 10 Yr(s)    | \$136,888   | \$13,689                         |
| Loose furniture, fixtures and equipment (PC sum) on item 3 | 20 Yr(s)    | \$342,222   | \$17,111                         |
| 01 Sub-Structure (Grandstand)                              | 140 Yr(s)   | \$2,322,411 | \$16,635                         |
| 02 Structure (Grandstand)                                  | 126 Yr(s)   | \$7,896,197 | \$62,597                         |
| 03 Floor Coverings (Grandstand)                            | 32 Yr(s)    | \$2,167,583 | \$67,737                         |

|   |             |             |           |
|---|-------------|-------------|-----------|
| 04 Fit-Out (Grandstand)                                 | 59 Yr(s)    | \$4,335,167 | \$73,886  |
| 05 Roof (Grandstand)                                    | 83 Yr(s)    | \$6,038,268 | \$72,713  |
| 06 Serv- Mechanical (Grandstand)                        | 18 Yr(s)    | \$1,238,619 | \$68,812  |
| 07 Serv- Fire (Grandstand)                              | 18 Yr(s)    | \$619,310   | \$34,406  |
| 08 Serv- Elect (Grandstand)                             | 90 Yr(s)    | \$3,251,375 | \$36,239  |
| 09 Serv- Hydr (Grandstand)                              | 98 Yr(s)    | \$2,786,893 | \$28,566  |
| 10 Serv- Security (Grandstand)                          | 19 Yr(s)    | \$309,655   | \$16,298  |
| Fencing- All  | 68.50 Yr(s) | \$838,772   | \$12,245  |
| Electrical & Lighting- All                              | 35.00 Yr(s) | \$2,668,719 | \$76,249  |
| Field Upgrades- Field infrastructure (Drainage + Civil) | 80.00 Yr(s) | \$2,567,881 | \$83,597  |
| Field Upgrades-Other Capex (Inc Soil remediation)       | 35.00 Yr(s) | \$6,687,776 | \$46,384  |
| Field- Irrigations                                      | 50.00 Yr(s) | \$1,623,428 | \$32,469  |
| Capex-Other   | 30.00 Yr(s) | \$585,274   | \$19,509  |
| Carparks  | 80.00 Yr(s) | \$1,096,191 | \$13,702  |
| Traffic Signals   | 25.00 Yr(s) | \$17,381    | \$695     |
| Carparks-All Other Capex                                | 66.67 Yr(s) | \$2,696,588 | \$40,447  |
| Fit-out not included in QS                              | 10 Yr(s)    | \$1,030,400 | \$103,040 |

## OPERATIONAL COSTS, REVENUE AND EMPLOYMENT

In the facility's first year of operation, total costs including site administration, operational building maintenance, field maintenance, utilities and event costs amount to \$529,580. With revenue from community use, carnival use, major events and sponsorship at \$303,820, a first year loss of \$225,760 is projected. The loss is on account of only running one moderate sized event during the first year.

Details of the 10 year cash flow and assumptions are presented in ["Operating performance" on page 41](#). Based on assumptions included in financial forecast estimates, profitability is expected to be maintained, while decreasing in later years due to rising building maintenance costs.

Across the 30 year period over which the cost benefit analysis has been analysed, total operating costs amount to \$21.76m and operating revenue \$23.5m.

The profitability of the facility is largely driven by the number of major events held at the site. Holding three major events per year can result in a small profit. However, if this drops to only two events a loss would be expected.

Major community facilities, such as stadia and entertainment centres typically do not generate a commercial return to the owner and are therefore commonly considered social assets. Such assets do, however, generate a range of economic and social benefits for the communities in which they are located

(see the ["Economic benefits" on page 59](#) and ["Social benefits" on page 63](#)).

Historically, facility lessees have covered most maintenance and operational costs at Harvey Road. Additionally, Council has typically contributed approximately \$90,000 each year. Within the new operational model where Council will operate the facility, users will continue to contribute similar amounts to what they invested previously. However, these contributions will take the form of hire fees.

The operation of the facility represents increased service delivery, creates a direct expansion in the economy, as well as flow-on supply-chain effects in terms of local purchases of goods and services. It has been assumed that the facility will be operated by Council as an extension of the Gladstone Entertainment Convention Centre events team. As such 0.2 full time equivalent (FTE) for a site manager and one full time administrator have been added as additional employment created by the facility. Additionally two full time grounds people have also been added. During events, 70 part time staff have been assumed, for the duration of each event.

The minimum total value-added from the employment of 3.8 FTE, including all direct, supply-chain and consumption effects is estimated to be up to \$836,000 per year and \$23.41m over the 30 years of the cost benefit analysis period.

## INCREASED REVENUE FROM NEW MARKETS AND INCREASED PARTICIPATION

The 10 year cash flow forecast (see ["Operating performance" on page 41](#)) includes assumptions which reflect the likely new markets and increased participation (see ["Potential growth and new markets" on page 35](#)).

Usage by local community groups that will pay to hire the facility on a user-pays basis has been projected to increase by 3% each year, which is reflected in an increasing annual hire fee. One additional community sports carnival (or significant growth in an existing carnival) has been assumed, increasing facility hire revenue. One additional five-day sports carnivals at regional, state or national level and eventually two carnivals also contribute to additional hire revenue. Starting with one and increase to three new major events per year with an average of 7,500 people attending generate most of the facility's revenue, with the facility taking a share of ticket prices and earnings from event sponsorship and catering.

Other opportunities to earn additional revenue include facility sponsorship, office rental and function hire.

Additionally, the cost benefit analysis (see ["Cost benefit analysis" on page 68](#)) includes the economic impact of sports tourism visitation as a result of likely new markets. Building from year 1, 2, 3 to 5 and 6 onwards it has been assumed that a total of 3554, 5429, 7304 and 7929 new overnight (staying two nights) and the same number of new single day tripper visitors result from additional carnivals and events. Over the 30 year analysis period this amounts to \$58.766m in value added from sports tourism (an average of \$2.1m per year).

## Attraction of and participation in major events

*The Value of Community Sport Infrastructure*<sup>66</sup> report estimated that community infrastructure produces an annual value of more than \$16.2b to Australia. Within this total figure, the report further categorises the value to identify economic, health and social benefits. The economic value of community infrastructure is estimated at \$6.3b, which includes the estimated amount for increased economic activity and increased productivity. This does not include the economic benefit from visitation. Although tourism does deliver benefits, particularly to regional communities, the report categorises the benefit as a redistribution of expenditure and it has not been included in the nationwide value.

There are significant direct economic impacts realised through delivery of events and tourism, as well as the resulting vibrancy that events can generate. According to Tourism Research Australia, there is a need to encourage tourism opportunities beyond the capital cities, to effectively disperse Australia's visitation revenue<sup>67</sup>.

While Gladstone's population growth is modest, there is great potential to increase visitation through events. The proposed Harvey Road Sports and Events Precinct redevelopment will provide opportunities for the region to attract large scale events in sport, recreation and culture.

Currently, the majority of visitors to Gladstone come from regional Queensland and Brisbane. Conducting more events in Gladstone will easily pull visitors from surrounding regions including:

- Rockhampton to the north
- Bundaberg to the southeast
- North Burnett to the southwest
- Banana Shire to the west

During the recent Elton John Tour, it was reported that 31,000 people attended the two concerts at Sunshine Coast Stadium, which attracted approximately 14,000 visitors to the region, contributing to an estimated injection of \$3m into the economy through visitation spending<sup>68</sup>.

"Events have the propensity to increase visitation and length of stay in Gladstone to ultimately increase the overnight visitor expenditure (OVE).<sup>69</sup>

The *Gladstone Regional Events Strategy 2019 -2024* further reports on the impact festivals and events can have on generating awareness of the region through destination profiling, and how this can lead to events being a catalyst to drive tourism and energise the local community.

In 2020, the women's Harvey Norman State of Origin match was played before almost 5,000 fans on the Sunshine Coast. A total of 547,000 viewers watched the match, second only to the Australian Open women's tennis final as the most watched female sporting event in 2020.<sup>70</sup>

As technology continues to improve, so does digital viewership of sport. In 2020, QRL reported an increase of 113% in digital viewership across their QRL platforms, to a total of 38 million video views.<sup>71</sup>

The local appetite for sporting events, particularly rugby league, was highlighted in April 2018, when Marley Brown Oval hosted an NRL Premiership match between the Manly Sea Eagles and Gold Coast Titans. More than 5,000 people attended, with the 1,000 seat grandstand filled to capacity.<sup>72</sup>

Importantly, Gladstone has the capacity to increase tourism. In 2018-2019, accommodation occupancy of the 1,825<sup>73</sup> local rooms averaged 49.3%, which is low compared with the Queensland-wide average of 69%. The Gladstone Events Strategy estimates capacity at over 5,555 (not including cabins, caravans sites, Airbnb, backpackers or family/friend accommodation), indicating a potential to easily increase visitation by at least 2,900 per night.

45% of attendees at the Elton John concert on the Sunshine Coast were visitors to the region. Similarly, if an event fills the proposed new stadium and facilities at Harvey Road to the estimated capacity of 10,000, up to an estimated 45% of the attendees are likely to be visitors (5,000). If another 50% of these visitors stay overnight, the 2,500 people (within current accommodation capacity) will generate \$342,500, based on the average spend for a domestic overnight stay at \$137<sup>74</sup>. The other 2,500 will generate \$282,500, based on the average spend for a domestic day visit at \$113<sup>75</sup>. Therefore, at a cautious estimate, a one day event at the redeveloped 10,000 capacity stadium will generate a little over \$0.5m in visitor spending.

As new dollars enter the local economy through visitor spending, they benefit the entire region, creating new jobs and enhancing the viability of local businesses. Visitor expenditure supports a range of infrastructure including restaurants, accommodation, transport and retail, which actively contribute to developing liveable communities.

And also, very importantly:

"Local participation in festivals and events can create community cohesion and pride, while showcasing the region to visitors."<sup>76</sup>

Rather than adding event attraction fees to the operational budget for the facility, the cost of attracting major events has been added to the 30-year cost benefit analysis since it should be offset by the economic benefit of sports tourism within the region. \$9.1m (or an average of \$325,446 per year) across the 30 year analysis period has been accounted for.

66 KPMG, 2018. *The Value of Community Sport Infrastructure*, Australian Sports Commission

67 Tourism Research Australia. (2019). *The Beach, Bush and Beyond: Understanding Regional Dispersal of Australian Tourists*. Tourism Research Australia.

68 Elton John Concert Attracts Record Crowds At Sunshine Coast Stadium, Australasia Leisure Management (<https://www.ausleisure.com.au/news/elton-john-concert-attracts-record-crowds-at-sunshine-coast-stadium/>)

69 Gladstone Regional Events Strategy 2019 -2024, Gladstone Regional Council

70 Queensland Rugby League (QRL) Annual Report 2020

71 Queensland Rugby League (QRL) Annual Report 2020

72 Gladstone City Council, Events Placement Program Capacity and Capabilities Assessment

73 Australian Accommodation Monitor – Summary, July 2018 – June 2019, 2020 STR, LLC / STR Global trading as "STR", CoStar Reality Information

74 TRA 2019 Gladstone (R) Local Government Area Tourism Profile

75 TRA 2019 Gladstone (R) Local Government Area Tourism Profile

76 Gladstone Regional Events Strategy 2019 -2024, Gladstone Regional Council

# 13. EMPLOYMENT BENEFITS

Anticipated employment benefits from this project include jobs created through the construction phase of the Harvey Road Sports and Events Precinct redevelopment, as well as jobs generated by the operation of the new facility.

From a construction project worth \$50.5m the corresponding creation of direct jobs is estimated at 96 jobs. From this direct expansion in the economy, flow-on supply-chain effects in terms of local purchases of goods and services are anticipated, and it is estimated that these indirect impacts would result in the gain of a further 86 jobs (Type 1 Employment multiplier of 1.896).

Total value-added from post project employment (3.8 FTE), including all direct, supply-chain and consumption effects is estimated to increase by up to \$0.84m (Type 2 value-added multiplier of 1.684). From this direct expansion in the economy, flow-on supply-chain effects in terms of local purchases of goods and services are anticipated, and it is estimated that these indirect impacts would result in the gain of a further 1 job.

The table below summarises the job creation benefits of this project.

|   | FTE  |
|---|------|
| Total expected additional direct full time equivalent employment (employees and independent contractors) generated during construction period                         | 96   |
| Expected direct number of Indigenous employees during construction period   | 3.9  |
| Total expected additional indirect full time equivalent employment (employees and independent contractors) generated during construction period                       | 86   |
| Expected indirect number of Indigenous employees during construction period   | 3.5  |
| Total expected additional direct full time equivalent employment (employees and independent contractors) generated following construction period (during operation)   | 3.8  |
| Expected direct number of Indigenous employees following construction period (during operation)   | 0.2  |
| Total expected additional indirect full time equivalent employment (employees and independent contractors) generated following construction period (during operation) | 1    |
| Expected indirect number of Indigenous employees following construction period (during operation)   | 0.04 |

Table 21: Job creation benefit summary

In addition to the jobs listed above, further employment is expected as a result of new sports tourism. Sports tourism benefits are estimated to generate:

- A \$1.3m (0.02%) increase in Gross Regional Product, taking this to \$5,544.26m during the first five years of operation;
- 10 additional jobs;
- \$0.44m more in wages and salaries; and
- a boost in value-added of \$0.83m

From this direct expansion in the economy, flow-on supply-chain effects in terms of local purchases of goods and services are anticipated, and it is estimated that these indirect impacts would result in a further increase in output valued at \$0.5m, 2 more jobs, \$0.12m more paid in wages and salaries, and a gain of \$0.23m in terms of value-added.

## INDIGENOUS EMPLOYMENT

The Gladstone Region comprises 4.1% Aboriginal and Torres Strait Islander peoples<sup>77/78</sup>. Accordingly, an employment target of 4.1% Indigenous employment has been set for this project. This target will be achieved through a combination of employment during construction (3.9 direct and 3.5 indirect Indigenous jobs) and additional employment during operation (0.2 direct and 0.04 indirect Indigenous jobs).

Appointment of contractors during the construction phase of the project will adhere to the *Australian Government Indigenous Procurement Policy, June 2020*<sup>79</sup>. Because the project qualifies as a high value contract, wholly delivered in Australia valued at \$7.5m or more, Indigenous participation targets must be aligned with 'mandatory minimum requirements' (MMR). The supplier, in consultation with the relevant purchasing Commonwealth entity, can elect to apply a target of 4% Indigenous employment or supplier use at the contract level, or a target of 3% at the organisational level. Compliance with the Australian Government Indigenous Procurement Policy will be specified in Council's procurement procedures. Council is a current member of Supply Nation.

In 2021, Gladstone Regional Council developed a Reconciliation Action Plan (RAP)<sup>80</sup> for 2021 to 2023 on the back of previous initiatives including the formation of the RAP reference group. The RAP will continue to strengthen relationships with Aboriginal and Torres Strait Islander people while engaging with staff, residents and stakeholders to ensure the process of reconciliation is a shared exercise of listening, sharing and embracing a rich heritage with positivity and meaningful long-term strategies.

When the development of the new stadium and sports precinct is completed, the RAP will guide and support Indigenous participation and employment.

77 Innovate Reconciliation Action Plan, January 2021-January 2023, Gladstone Regional Council

78 <https://login.rempln.com.au/community/>

79 <https://www.niaa.gov.au/indigenous-affairs/economic-development/indigenous-procurement-policy-ipp>

80 [https://www.gladstone.qld.gov.au/reconciliation-action-plan#:~:text=The%20Reconciliation%20Action%20Plan%20\(RAP,planning%20using%20a%20holistic%20approach.](https://www.gladstone.qld.gov.au/reconciliation-action-plan#:~:text=The%20Reconciliation%20Action%20Plan%20(RAP,planning%20using%20a%20holistic%20approach.)



# 14. SOCIAL BENEFITS

The Harvey Road Sports and Events Precinct will have a positive social impact within Gladstone and the wider Central Queensland region. Its function as a venue for local and regional sport and major events offers significant community benefit and creation of social capital.

“Social capital is the glue that holds societies together and without which there can be no economic growth or human wellbeing... it is the internal social and cultural coherence of society, the norms and values that govern interactions among people and the institutions in which they are embedded.”<sup>81</sup>

At a community level, improving social capital can lead to economic savings that are realised in the forms of reduced health costs, lower criminal justice system costs, reduced welfare system outlays, improved school attendance and increased workforce participation. Sport provides opportunities for social engagement and builds social capital. It connects people and organisations, increases their collective identity and community pride, and can revitalise the community.

## THE SOCIAL BENEFIT OF SPORT

### Increase in sports participation

Health and wellbeing are important priorities for any community. As presented in Our Future State, Advancing Queensland's Priorities<sup>82</sup>, “Good health improves life satisfaction and allows people to enjoy a productive and active lifestyle, so it is important that Queenslanders have both healthy bodies and healthy minds.”

‘Keep Queenslanders Healthy’ is one of the six priorities in Our Future State, Advancing Queensland's Priorities, under which are the two goals:

- Increase the number of Queenslanders with a healthy body weight
- Reduce suicides

Within Gladstone, compared with Queensland as a whole, there is a higher percentage of:

- Adults, 18 years and over, who undertook low, very low, or no exercise in the previous week (Gladstone 76.1 ASP per 100; Queensland 67.9 ASP per 100)
- Children, aged 2-17 years, who were overweight (Gladstone 17.2 ASP per 100; Queensland 16.6 ASP per 100)
- Children, aged 2-17 years, who were obese (Gladstone 11 ASP per 100; Queensland 9.3 ASP per 100)
- Avoidable deaths from suicide and self-inflicted injuries (Gladstone 20 ASP per 100,000; Queensland 15.4 ASP per 100,000)

This data demonstrates a need to continue to provide extensive sport and active recreation opportunities for the Gladstone region, by virtue of the health and wellness benefits achieved through participation. Sport plays a key role in improving the physical and psychological wellbeing of individuals, and therefore the community. It can contribute to the prevention of obesity, relieve symptoms of arthritis and positively influence the immune system<sup>83</sup>.

While the immediate health benefits associated with participation in sport and active recreation are valuable, it is the long-term benefits that are most important. Early intervention and prevention are said to be the most potent weapons against chronic disease and obesity. The World Health Organisation (WHO) has estimated that at least 80% of all heart disease, stroke and diabetes cases, and 40% of all cancers, are preventable<sup>84</sup>. Investment into infrastructure, such as the Harvey Road Sports and Events Precinct, that encourages physical activity in youth can therefore provide benefits in the form of early intervention and prevention of chronic disease.

A recent study by Massachusetts General Hospital reported that increased levels of physical activity can significantly reduce the likelihood of depression in those who are genetically predisposed to the condition<sup>85</sup>. This is incredibly important, given that Queensland's suicide rates have slowly increased over recent years and the highest risk demographic is young males aged 20-24<sup>86</sup>. This demographic stands to benefit significantly through better facilities offered at the redeveloped Harvey Road Sports and Events Precinct, by virtue of their ongoing participation in rugby league, rugby union and touch football at the site.

In addition to the well-recognised physical and mental health benefits of participation in sport and recreation, being physically active may also lead to enhancement of cognitive function (information processing), memory, concentration, behaviour and academic achievement for children<sup>87</sup>. Later in life, it helps people improve and maintain cognitive abilities into older age and may prevent the development of dementia and Alzheimer's disease<sup>88</sup>.

### Gladstone - the home of rugby league

It has been said that sport not only reflects culture: it shapes it<sup>89</sup>.

Gladstone has a high percentage of rugby league participation with 7.2% of children (0-14 years) playing rugby league, compared with 2.7% in Australia as a whole. This high participation is indicative of the important role that rugby league plays in Gladstone's culture.

Rugby league has a rich history, which associates the sport with class. The changing nature of society and emergence of the working class in the late 19th century led to rugby union, initially exclusively restricted to public school boys, being split with the creation of rugby league - a sport identified with the working class. The most common occupations in Gladstone included technicians and trades workers (21.4%), professionals (13.6%), labourers (12.9%), machinery operators and drivers (12.4%)<sup>90</sup>.

81 Grootaert, C., & van Bastelaer, T. (2001). Understanding and Managing Social Capital: a synthesis of findings and recommendations from the Social Capital Initiative. Washington DC: Social Development Department Publications.

82 <https://annualreport2020.tmr.qld.gov.au/About-us/Our-Future-State-Advancing-Queenslands-Priorities>

83 World Health Organisation (WHO). (2017, March 31). Chronic diseases and health promotion. Retrieved from WHO World Health Organisation: [http://www.who.int/chp/chronic\\_disease\\_report/part1/en/index11.html](http://www.who.int/chp/chronic_disease_report/part1/en/index11.html)

84 World Health Organisation (WHO). (2017, March 31). Chronic diseases and health promotion. Retrieved from WHO World Health Organisation: [http://www.who.int/chp/chronic\\_disease\\_report/part1/en/index11.html](http://www.who.int/chp/chronic_disease_report/part1/en/index11.html)

85 Brown, N. (2019, November 11). Physical activity may protect against new episodes of depression even in people who are genetically vulnerable. Retrieved from Massachusetts General Hospital: <https://www.massgeneral.org/news/press-release/Physical-activity-may-protect-against-new-episodes-of-depression-even-in-people-who-are-genetically-vulnerable>

86 Leske, S. C. (2019). Suicide in Queensland: Annual Report 2019. Queensland, Australia: Australian Institute for Suicide Research and Prevention, Griffith University.

87 Martin, K. (2010). Brain boost: Sport and physical activity enhance children's learning. Western Australia: School of Population Health, The University of Western Australia.

88 Middle, I and Tye, M. 2014. More than Winning: the real value of sport and recreation in WA. Research Report Department of Sport and Recreation WA. Centre for Sport and Recreation Research, Curtin University, Perth

89 Rugby's Great Split: Class, Culture and the Origins of Rugby League Football, By Tony Collins, Taylor & Francis, 2006

90 2016 Census QuickStats, Gladstone, Code 30805 (SA3) ([https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/30805?opendocument](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/30805?opendocument))

Today, rugby league is still seen as an accessible sport, which values intergenerational involvement, diversity and inclusion. The Economic and Social Impact of Rugby League Report by Manchester Metropolitan University identified four key social capital themes to which rugby league contributes in a community:

- Social cohesiveness
- Identity
- Aspiration
- Role models

The report noted that these themes, as well as being recognised by participants and volunteers within rugby league, were also shared with members of the community who were not fans of rugby league. In their research, the reach, visibility and value of rugby league went beyond its core followers and into the community<sup>91</sup>. This is already evident within the Gladstone community and will be enhanced through extensive redevelopment of the Harvey Road Sports and Events Precinct.

## Social cohesiveness

Sport and recreation is a key medium for creating new relationships among disparate social groups. People from culturally and linguistically-diverse backgrounds (CaLD) and Indigenous Australians can be vulnerable to social and structural disconnection. Research has suggested that participation in sport provides increased opportunities for people to connect with the wider community and provides opportunities for social engagement; often creating awareness and acceptance of differences between individuals and communities<sup>92</sup>.

Gladstone has an estimated resident Aboriginal and Torres Strait Islander population of 2,967 persons (4.7% of the population). This is an increase from the 2011 Census of 3.5%<sup>93</sup>, and represents a slightly higher percentage than the Queensland average of 4.6%<sup>94</sup>.

As per the 2016 Census, 14.4% of the Gladstone population was born overseas, an increase from 2011 at 12.4%. The highest percentage of those born overseas were from the Oceania and Antarctic regions.

The Queensland Rugby League (QRL) Annual Report 2020 highlights the diversity and inclusion of the sport. QRL released a Diversity and Inclusion Framework (2020-2022) as a formal commitment to continuing to make significant contributions across communities. QRL reported increased female participation, with a 10% rise from 2019. The sport's diverse membership footprint includes 21% of players identifying as Aboriginal or Torres Strait Islander and 8% as Maori.

## Identity

Individuals have a fundamental need to belong to groups, and sport offers an ideal opportunity to belong to a team and/or fan-base. Sport therefore provides a sense of belonging and contributes to a person's social identity. By providing a sense of meaning, purpose and belonging, a sense of social identity leads to positive psychological consequences.<sup>95</sup>

“When an individual identifies with a group they incorporate it into their self-concept, which has been shown to have wide reaching positive implications for behaviours, cognitions, beliefs, and health”<sup>96</sup>

This sentiment is likely exacerbated in Gladstone, where the additional visibility and value of rugby league is strongly recognised by the wider community. Sense of identity, belonging and recognition within the community is expected to be enhanced through the redevelopment of sporting infrastructure at the Harvey Road Sports and Events Precinct.

## Indigenous participation in sport

Queensland Rugby League is committed to further developing the capacity and reach of Aboriginal and Torres Strait Islander rugby league throughout Queensland, through development of strong sustainable partnerships with key stakeholders and Aboriginal and Torres Strait Islander peoples and communities to further enhance QRL's Indigenous rugby league moving forward. These initiatives flow through to club level and community programs are available to Rugby League Gladstone. The QRL RAP is a formal recognition of rugby league's commitment to promoting reconciliation inclusiveness on and off the field.

QRL works in partnership with Aboriginal and Torres Strait Islander Councils, the Arthur Beetson Foundation, Murri Carnival, Queensland Health through the Institute for Urban Indigenous Health's Deadly Choices Program, FOGs, the Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP) and Queensland Rugby League's Intrust Super Cup competition.<sup>97</sup>

Led by a First Nations Rugby Committee, Rugby Australia's commitment to indigenous participation includes a pathway programs, community workshops and a boost in revenue, along with the Lloyd McDermott Rugby Development Team. These initiatives filter into the club rugby environment. Previously, Gladstone players have made First Nations Talent Squad teams.

91 Dr Scelles N. (2019). The Rugby League Dividend: Economic and Social Impact of Rugby League, Manchester Metropolitan University, Manchester, United Kingdom

92 Middle, I and Tye, M. 2014 More than Winning: the real value of sport and recreation in WA. Research Report Department of Sport and Recreation WA. Centre for Sport and Recreation Research, Curtin University, Perth

93 Australian Bureau of Statistics (2016) Gladstone (R) (LGA) (33360), ABS Website, accessed 12 April 2021.

94 Social Health Atlas of Australia, February 2021, PHIDU, Data by Local Government Area

95 Haslam, et al 2009, Social Identity, Health and Well-Being: An Emerging Agenda for Applied Psychology, Applied Psychology 58(1))

96 Thomas et al. (2017) Social identification in sports teams: the role of personal, social and collective identity motives. Personality and Social Psychology Bulletin, 43(4). pp. 508-523. ISSN 0146-1672

97 <https://www.qrl.com.au/reconciliation-action-plan/our-partnerships-and-current-activities/>

# FACILITY IMPROVEMENT SOCIAL OUTCOMES

## Impact on young people

Outdoor sport, recreation and public spaces play a range of important roles in the lives of young people in that they are critical venues for learning and developing social competence, independence and interdependence.<sup>98</sup> Recreation venues serve as physical places for social interaction and developing networks of support, and these places may influence children's development through providing opportunities to learn, explore, recreate, socialise and interact.<sup>99</sup>

For many, forming friendships and a sense of belonging, while having fun, are powerful reasons why they become involved and remain active in sport. Access to social support consistently emerges in research as a factor influencing participation in physical activity<sup>100</sup>.

There is research that indicates that involvement in sport during school years reduces adolescent rebellious behaviours, including violence and vandalising.<sup>101</sup>

## Aspiration

There is significant research that demonstrates how sport can have a positive impact on youth development utilising the five 'C's of positive development: competence, confidence, character, connections, and compassion/caring<sup>102</sup>. By fostering positive development in youth, and building the five 'C's, youth are more likely to gain aspirations to achieve in sport, academics and their career.

With such high participation in rugby league in Gladstone (7.2% of children aged 0-14 years), compared with 2.7% in Australia as a whole) this positive aspirational impact is significant.

## Role models

Sport provides role models in the form of sport stars and parent/coach relationships. Inspiring role models and supportive child-adult relationships lead to higher levels of self-esteem, motivation and self-worth, building pathways to success.

These outcomes are escalated when communities play host to touring training squads, regional carnivals and national level games. The proposed redevelopment of Harvey Road Sports and Events Precinct is expected to increase these opportunities and provide more access to inspiring role models for Gladstone youth.

## Multi-use creating social cohesion

The provision of shared sport and recreation facilities provides opportunities to reduce cost and avoid duplication of infrastructure. Shared facilities such as the Harvey Road Sports and Events Precinct also contribute to social interaction and support a social cohesion.<sup>103</sup>

## Improved accessibility

The redeveloped Harvey Road Sports and Events Precinct facilities will offer improved accessibility, including dedicated wheelchair spaces in the grandstand and improved parking access to the facilities. An estimated 5.2% of Queenslanders have a profound or severe disability and require assistance in everyday activities, including core activities such as self-care, mobility and communication. Easily accessible community facilities improve social participation and therefore social cohesion for people with a disability.

Modelling for the 2018 population suggested that in Gladstone there were 11,550 persons with a disability, including 3,095 persons with a profound or severe core activity limitation<sup>104</sup>.

## Facilities for women and girls

Steps have already been taken to improve facilities for women and girls at the Harvey Road Sports and Events Precinct with the inclusion of female change rooms in the Centre of Excellence building adjacent to Marley Brown Oval. With some facilities dating back to the 70s and 80s, many of the change rooms facilities are male-focused. The new stadium concept design plans for all change rooms to be unisex, thereby ensuring that facilities will be equally comfortable and welcoming for both males and females.

Rugby league and rugby union are reporting significant participation increases among women and girls<sup>105</sup><sup>106</sup>, a trend which should be reflected in facility planning.

Queensland Rugby League has developed the Female Strategy 2020-2022 to help drive growth and engagement across the female game. This strategy supports club and association level outcomes at community.<sup>107</sup> Queensland Rugby Union also have programs to increase and support female participation.<sup>108</sup>

98 Youth Affairs Council of Victoria. (2005). Space Invaders? Young People and Public Space Forum Report. Melbourne.

99 Badland, H., Villanueva, K., Kvalsvig, A., O'Connor, M., Christian, H., Woolcock, G., & Giles-Corti, B. (2016). Can the Neighbourhood Built Environment Make a Difference in Children's Development? Building the Research Agenda to Create Evidence for Place-Based Children's Policy. *Academic Paediatrics*, 16(1), 10-19.

100 Stahl et al., 2001 in Middle, I and Tye, M. (2014). More than Winning: the real value of sport and recreation in WA. Research Report Department of Sport and Recreation WA. Centre for Sport and Recreation Research, Curtin University, Perth

101 Westerbeek, H. E. (2018). Sport participation and play: how to get more Australians moving. Melbourne: Mitchell Institute, Victoria University.

102 Eccles, J. S., & Gootman, J. (Eds.). (2002). Community programs to promote youth development. Washington, DC: National Academy Press.

103 Department of Planning and Community Development. (2010). A Guide to Governing Shared Community Facilities. Melbourne: Victoria Government.

104 <https://dbr.abs.gov.au/region.html?lga&rgn=33360>

105 QRL 2021 Annual Report [https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21\\_annualreport\\_a4\\_digital\\_pages\\_final2.pdf](https://www.qrl.com.au/contentassets/ebb8d91adf10435b8982e45668bb98ee/qrl21_annualreport_a4_digital_pages_final2.pdf)

106 Queensland Reds Annual Report 2021 <https://d26phqdbpt0w91.cloudfront.net/NonVideo/903afc43-cf0e-4188-b772-134cbad32ffc.pdf>

107 <https://www.qrl.com.au/female-strategy/>

108 <https://qld.rugby/women-in-rugby>

## MAJOR AND CULTURAL EVENTS

In comparison to the social benefits of events in regional towns, the economic benefits are more easily quantifiable and therefore previously dominated the field of study. As explored in this Business Case, the economic benefits include visitor expenditure in the region, increased employment and destination promotion. While the social benefits of events are not as easily quantifiable, several studies have identified and explored these benefits.

Wallstam et al.<sup>109</sup> noted that there is no formal framework for measuring the social impacts of events. Therefore, to build a unified view and approach, they identified six indicators to determine the social impacts of events:

- Community quality of life
  - The impact on the perceived conditions under which community residents live
- Community pride
  - The impact on community residents' sense of pride from living in a locality where a certain event takes place
- Social capital
  - The impact an event has on community residents' social networks and networking opportunities
- Sense of community
  - The impact an event has on community residents' perceived sense of cohesion following an event
- Community capacity enhancement
  - The ways in which an event provides opportunities for community members to build competency (employment, volunteering, participation, education)
- Facilities impact
  - The perceived improvement of infrastructure and facilities because of a planned event, as well as the perceived access to these facilities for community members

These indicators align with previous research, including Sherwood<sup>110</sup>, who identified the social benefit indicators for events as: impact on sense of community; effect on pride in a community; impact on quality of life in the community as a whole and; impact on personal quality of life.

Moscardo<sup>111</sup> lists the fundamental impacts that events have on society within the constructs of social capital, community wellbeing and capacity enhancement. Chalip<sup>112</sup> concentrates on events impacting the community through social capital.

Social capital has been described as:

"...features of social life- networks, norms, and trust- that enable participants to act together more effectively to pursue shared objectives... Social capital, in short, refers to social connections and the attendant norms and trust."<sup>113</sup>

Building and furthering social capital in a region can have a range of potential beneficial effects including: economic and employment growth, lower levels of crime, education attainment, public health, trust, optimism and satisfaction with life.<sup>114</sup>

The social impacts of an event are dependent on the type and size of the event. As the Harvey Road Sports and Events Precinct will hold different types of sporting and cultural events ranging in size from local to major, all social benefit indicators are relevant. The activities held at Harvey Road Sports and Events Precinct, from local sporting carnivals to major cultural events have the potential to increase local pride, community spirit and social capital, positively impacting on community quality of life.

While the growing number of events, particularly in regional and rural regions, are a testament to the benefits they bring<sup>115</sup>, it is important to note that a strategic approach to running these events is required to leverage the desired economic, social and environmental benefits.<sup>116</sup> This will importantly be achieved through Council's lead role in the operation of the facility.

109 Martin Wallstam, Dimitri Ioannides & Robert Pettersson (2020) Evaluating the social impacts of events: in search of unified indicators for effective policymaking, *Journal of Policy Research in Tourism, Leisure and Events*, 12:2, 122-141, DOI:10.1080/19407963.2018.1515214

110 Sherwood, P. (2007) A Triple Bottom Line Evaluation of the Impact of Special Events: The Development of Indicators, Centre for Hospitality and Tourism Research, Victoria University

111 Moscardo, G. (2007). Analyzing the role of festivals and events in regional development. *Event Management*, 11(1), 23–32. doi:10.3727/152599508783943255

112 Chalip, L. (2004). Beyond impact: A general model for sport event leverage. In B. W. Ritchie, & D. Adair (Eds.), *Sport tourism: Interrelationships, impacts and issues* (pp. 226–252). Clevedon: Channel View Publications.

113 RD Putnam in R Muir, H Khan (Eds) (2006) 'Sticking together: Social capital and local government: The results and implications of the Camden social capital surveys 2002 and 2005' ippr and London Borough of Camden, pp. 5-6.

114 Claridge, T., 2004. Social Capital and Natural Resource Management: An important role for social capital? Unpublished Thesis, University of Queensland, Brisbane, Australia.

115 Janeczko et al (2002), Estimating the economic impacts of festivals and events : a research guide. CRC for Sustainable Tourism Pty Ltd.

116 Danny O'Brien and Laurence Chalip (2009), Sport Events and Strategic Leveraging: Pushing Towards the Triple Bottom Line, Chapter 19, *Tourism Management*, CAB International

# 15. ENVIRONMENTAL BENEFITS

Aligned with the Gladstone region’s transition economy planning and plans to become a renewable energy sector heartland, the Harvey Road Sports and Events Precinct facility will embrace and implement all possible environmentally conscious design and construction practices.

A triple bottom line approach will be followed during the project to ensure social, economic and environmental benefits.

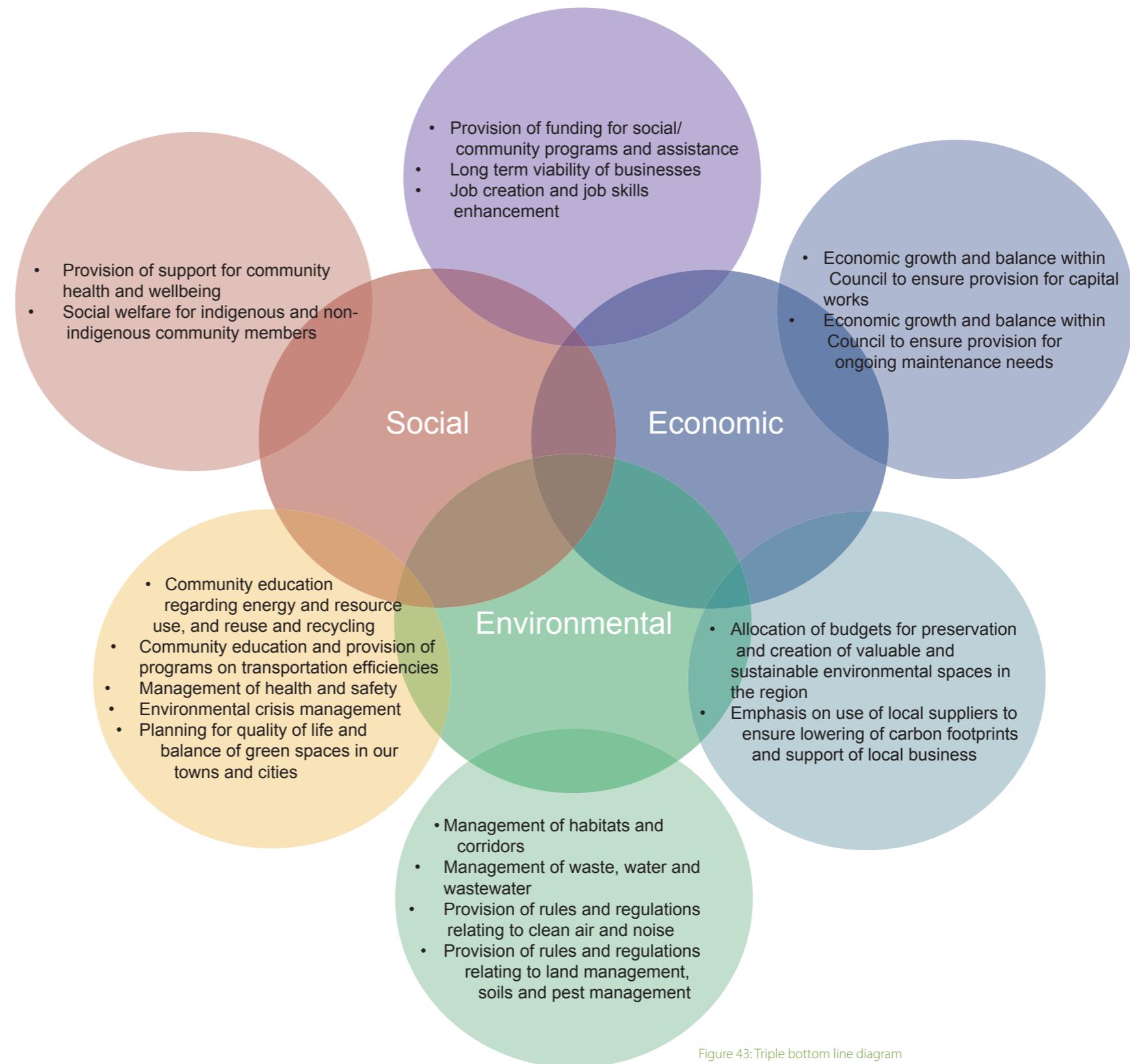


Figure 43: Triple bottom line diagram

# 16. COST BENEFIT ANALYSIS

The cost benefit analysis for this \$50,500,374 project demonstrates substantial economic benefits for community infrastructure. The 30-year discounted cash flow shows a total present value of costs (discounted at 7%) at \$64,721,691 and a total present value of benefits (discounted at 7%) of \$79,054,871. This results in a discounted cost benefit (net present value) of \$14,333,178 and a benefit to cost ratio (BCR) of 1.22. When discounted at the low rate of 4%, the BCR rises to 1.41. At the high discount rate of 10%, the BCR is 1.09.

The costs and benefits included in the cost benefit analysis are those which can be easily monetised. Benefits which are not as easy to monetise should also be considered. These have been included within ["Social benefits" on page 63](#).

## WHOLE-OF-LIFE FINANCIAL COST/BENEFIT (30 YEAR)

The cost benefit analysis for a 30-year period includes:

- Capital costs
- Construction economic benefits
- Whole-of-life costs including repairs, maintenance and replacement
- Operational expenses and revenue
- Operational savings (from the base case)
- Increased revenue from new markets and increased participation
- Sports tourism economic benefits
- Benefits from post construction employment
- Depreciation

### Discounted cash flow template

#### Costs

| Cost name   |           |                      |
|---|-----------|----------------------|
| Capital costs   | \$        | 50,501,000.00        |
| Operating expenses (including maintenance)                            | \$        | 21,764,140.00        |
| Major event performance fees  | \$        | 9,112,500.00         |
| Asset replacement costs   | \$        | 3,759,177.97         |
| Fit out costs (additional) including replacement (5,152m2 @ \$200/m2) | \$        | 3,091,200.00         |
| Asset replacement costs (fields)                                      | \$        | 3,250,000.00         |
| <b>Undiscounted costs</b>   | <b>\$</b> | <b>91,478,017.97</b> |

### Quantifiable benefits

| Benefit name  |           | Totals                |
|---|-----------|-----------------------|
| Construction economic benefit (value added total effect)                  | \$        | 35,005,000.00         |
| Tourism impact (value added total effect)                                 | \$        | 58,766,000.00         |
| Operating revenue   | \$        | 19,724,875.00         |
| Operational savings   | \$        | 2,520,000.00          |
| Additional employment economic benefit (value add total effect) (3.8 FTE) | \$        | 23,408,000.00         |
| Residual Asset Value  | \$        | 27,879,157.26         |
| Residual Asset Value of non QS included fit-out                           | \$        | 103,040.00            |
| <b>Undiscounted benefits</b>  | <b>\$</b> | <b>167,406,072.26</b> |

### Cost benefit analysis (NPV and BCR)

#### Cost benefit

|                     | Discount rate | NPV           | BCR  |
|---------------------|---------------|---------------|------|
| <b>Undiscounted</b> | \$            | 75,928,054.29 | 1.83 |
| <b>Low (4%)</b>     | \$            | 29,513,964.02 | 1.41 |
| <b>Base (7%)</b>    | \$            | 14,333,179.58 | 1.22 |
| <b>High (10%)</b>   | \$            | 5,335,870.71  | 1.09 |

**Costs**

| Year 1           | Year 2           | Year 3        | Year 4        | Year 5          | Year 6          | Year 7          | Year 8          | Year 9          | Year 10         | Year 11         | Year 12         | Year 13         | Year 14         | Year 15         |
|------------------|------------------|---------------|---------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| \$ 25,250,500.00 | \$ 25,250,500.00 |               |               |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |
|                  |                  | \$ 529,580.00 | \$ 612,880.00 | \$ 696,180.00   | \$ 712,180.00   | \$ 712,180.00   | \$ 712,180.00   | \$ 673,180.00   | \$ 712,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   |
|                  |                  | \$ 112,500.00 | \$ 225,000.00 | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   |
|                  |                  | \$ -          | \$ -          | \$ -            | \$ -            | \$ -            | \$ 136,888.00   | \$ -            | \$ -            | \$ -            | \$ -            | \$ 410,664.00   | \$ -            | \$ -            |
|                  | \$ 1,030,400.00  |               |               |                 |                 |                 |                 |                 |                 |                 | \$ 1,030,400.00 |                 |                 |                 |
|                  |                  |               |               |                 |                 |                 |                 |                 |                 |                 | \$ 1,625,000.00 |                 |                 |                 |
| \$ 25,250,500.00 | \$ 26,280,900.00 | \$ 642,080.00 | \$ 837,880.00 | \$ 1,033,680.00 | \$ 1,049,680.00 | \$ 1,049,680.00 | \$ 1,186,568.00 | \$ 1,010,680.00 | \$ 1,049,680.00 | \$ 1,157,680.00 | \$ 3,813,080.00 | \$ 1,568,344.00 | \$ 1,157,680.00 | \$ 1,157,680.00 |

**Quantifiable benefits**

| Year 1           | Year 2           | Year 3          | Year 4          | Year 5          | Year 6          | Year 7          | Year 8          | Year 9          | Year 10         | Year 11         | Year 12         | Year 13         | Year 14         | Year 15         |
|------------------|------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| \$ 17,502,500.00 | \$ 17,502,500.00 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |
|                  |                  | \$ 979,000.00   | \$ 1,496,000.00 | \$ 2,012,000.00 | \$ 2,012,000.00 | \$ 2,012,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 |
|                  |                  | \$ 303,820.00   | \$ 496,709.60   | \$ 689,685.89   | \$ 692,751.46   | \$ 700,909.01   | \$ 718,420.15   | \$ 719,618.60   | \$ 729,558.35   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   |
|                  |                  | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    |
|                  |                  | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   |
| \$ 17,502,500.00 | \$ 17,502,500.00 | \$ 2,208,820.00 | \$ 2,918,709.60 | \$ 3,627,685.89 | \$ 3,630,751.46 | \$ 3,638,909.01 | \$ 3,829,420.15 | \$ 3,830,618.60 | \$ 3,840,558.35 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 |

**Costs**

| Year 16         | Year 17         | Year 18         | Year 19         | Year 20         | Year 21         | Year 22         | Year 23         | Year 24         | Year 25         | Year 26         | Year 27         | Year 28         | Year 29         | Year 30         |
|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   | \$ 820,180.00   |
| \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   | \$ 337,500.00   |
| \$ -            | \$ -            | \$ 136,888.00   | \$ -            | \$ -            | \$ 1,857,928.67 | \$ 309,654.78   | \$ 752,886.00   | \$ -            | \$ -            | \$ -            | \$ -            | \$ 154,268.52   | \$ -            | \$ -            |
|                 |                 |                 |                 |                 |                 | \$ 1,030,400.00 |                 |                 |                 |                 |                 |                 |                 |                 |
|                 |                 |                 |                 |                 |                 | \$ 1,625,000.00 |                 |                 |                 |                 |                 |                 |                 |                 |
| \$ 1,157,680.00 | \$ 1,157,680.00 | \$ 1,294,568.00 | \$ 1,157,680.00 | \$ 1,157,680.00 | \$ 3,015,608.67 | \$ 4,122,734.78 | \$ 1,910,566.00 | \$ 1,157,680.00 | \$ 1,157,680.00 | \$ 1,157,680.00 | \$ 1,157,680.00 | \$ 1,311,948.52 | \$ 1,157,680.00 | \$ 1,157,680.00 |

**Quantifiable benefits**

| Year 16         | Year 17         | Year 18         | Year 19         | Year 20         | Year 21         | Year 22         | Year 23         | Year 24         | Year 25         | Year 26         | Year 27         | Year 28         | Year 29         | Year 30          |
|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|------------------|
| \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00 | \$ 2,185,000.00  |
| \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10   | \$ 733,670.10    |
| \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00    | \$ 90,000.00     |
| \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00   | \$ 836,000.00    |
|                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 | \$ 27,879,157.26 |
|                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 |                 | \$ 103,040.00    |
| \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 3,844,670.10 | \$ 31,826,867.36 |

## SENSITIVITY ANALYSIS

Two different scenarios have been used in the sensitivity analysis to determine potential vulnerabilities and dependencies on a positive NPV. In both scenarios a discount rate of 7% over a 30-year evaluation period has been applied. Scenario one is based on an increase of operating costs by 20% (up from an average of \$777,291 to an average of \$932,749). Scenario two is based on only one major event occurring at the Harvey Road Sports and Events Precinct per year. This scenario has a significant impact on the facility's profitability with an average loss across the 30 year analysis period of (\$280,477). With both scenarios the base NPV remains positive and the base BCR remains over 1, as per Table 22.

| Scenario |                      | BCR  | NPV             |
|----------|----------------------|------|-----------------|
|          | Base                 | 1.22 | \$14,333,179.58 |
| 1        | Operating costs +20% | 1.19 | \$12,629,579.62 |
| 2        | Only 1 major event   | 1.04 | \$2,668,763.58  |

Table 22: Sensitivity analysis

## ASSUMPTIONS

| Cost or benefit   | Assumption   | Measures and references |   |                     |                  |        |
|---|--|-------------------------|---|---------------------|------------------|--------|
|   |  | Cost/Return             | Unit or reference                                       | Yearly/Periodically | Total            | Notes  |
| Capital costs   | Capital costs have been provided by the Quantity Surveyors and engineers within the Feasibility Assessment Report  |                         |   |                     | \$ 50,501,000.00 |        |
| Operating expenses (including maintenance)                      | Operating expenses have been developed with reference to premier field and grandstand of similar scale   |                         | See <a href="#">page 41</a> and <a href="#">page 42</a> |                     |                  |        |
| Asset replacement costs   | Value of asset replacements (at today's value) replaced at the expiry on useful life (provided by Council) if within 30 year evaluation period   |                         |   |                     | \$ 3,759,177.97  |        |
| Fit out costs (additional) including replacement                | An additional \$200/m2 has been included for fit out costs to cover costs excluded from the Quantity Surveyors estimate for the premier grandstand. Replacement of these assets has been scheduled at in years 12 and 22. The floor area is 5,152m2. Residual value has also been added to the total residual value calculation. | 200                     | \$ 5,152.00   | \$ 1,030,400.00     | \$ 3,091,200.00  |        |
| Asset replacements (fields)                                     | The fields will need to be reprofiled and resurface in years 12 and 22. Floodlights, drainage and irrigation infrastructure to all last >30 years.   |                         |   | \$ 1,625,000.00     | \$ 3,250,000.00  |        |
| Construction economic benefit (value added)                     | Modelled in REMPLAN, value add has been used to demonstrate the productivity added to the Gladstone Region economy   |                         |   |                     | \$ 35,005,000.00 | REMPAN |
| Year 1- Tourism impact  | Number of domestic day and domestic overnight and total spend resulting in Total Value Added (2 night stay for domestic overnight)   | 3554                    |   |                     | \$ 979,000.00    | REMPAN |
| Year 2- Tourism impact  |  | 5429                    |   |                     | \$ 1,496,000.00  | REMPAN |
| Years 3 to 5- Tourism impact                                    |  | 7304                    |   |                     | \$ 2,012,000.00  | REMPAN |
| Years 6+- Tourism impact  |  | 7929                    |   |                     | \$ 2,185,000.00  | REMPAN |
| Operating revenue   | Operational revenue assumptions have been generated by expected levels of facility use including user-pays hire fees, one additional or expanded community carnivals, 2 and then 3 additional major carnivals and 3 major events.  |                         | See <a href="#">page 41</a> and <a href="#">page 42</a> |                     |                  |        |
| Operational savings   | Council's existing \$90,000 per year contribution will be replaced by full Council operation   |                         |   | \$ 90,000.00        | \$ 2,520,000.00  |        |
| Additional employment economic benefit (value add total effect) | Post construction, the facility will employ a manager (0.2FTE), an administration officer (1FTE) and two grounds staff (2FTE). A minimum of 0.6FTE will be employed part time to deliver major events (Year 1 event scenario)  |                         | 3.8 FTE   | \$ 836,000.00       |                  | REMPAN |
| Residual/Depreciated Asset Value                                | Residual life has been calculated based on Council's useful life figures   |                         |   |                     | \$ 27,982,197.26 |        |



# 17. FUNDING OPTIONS

The broad funding options for funding community infrastructure include:

- Government funding/financing
- Private sector financing
- Private/public partnerships

Funding options could range from fully publicly funded to fully privately funded.

Up until the detailed design component of the project, Council has funded the majority of the design and planning outputs internally. The Queensland Government Building Our Regions funding program supported the development of this Business Case. It is expected that Council will internally fund the remainder of the design costs (detailed design) to ensure that this project is completely “shovel ready”.

Typically, the construction of major public infrastructure such as the Harvey Road Sports and Events Precinct redevelopment is subsidised by State or Federal government funding, either through specified

grant rounds or as one-off investments designed to stimulate the economy and/or support the local community. There are very few examples of large high-profile sports stadiums constructed with significant private funding in Australia (these include Stadium Australia, Docklands Stadium and the Sydney SuperDome). These funding arrangements are rare, potentially due to a typically low financial return. For large scale stadiums bigger than the Harvey Road Sports and Events Precinct, it is common for the State Government to play a lead role in funding and sometimes operation, often with outsourced management. Occasionally, loan and bank financing partnerships are also utilised. Rarely, national sporting organisations or clubs contribute significant funds.

In regional Australia, local governments are typically the primary instigator, co-contributing funder and operator of major community infrastructure. The BB Print Stadium in Mackay provides a nearby example of this model.

Funding for this project is to be considered across the full spectrum of facility development- design-build/finance-operate-maintain.



Figure 44: Funding spectrum across facility development

## PARTNERSHIPS

Uniquely in Gladstone, the Gladstone Ports Corporation (GPC), a Government Owned Corporation under the Government Owned Corporations Act 1993 (QLD) (GOC Act) plays a significant role within the community. GPC operates the Port of Gladstone, which covers 5,408 hectares of land, some of which closely surrounds the city.

Since GPC operates on State Government land, Council does not earn revenue through rates from this land. In an arrangement with Queensland Treasury, GPC pays a “rates equivalent” payment to Gladstone Regional Council in lieu of rates that would typically be earned if the land near the city was private freehold.

Additionally, GPC has historically purchased land which was or is now used by the community including open space and community infrastructure. This includes the land on which Marley Brown Oval is situated at the northern end of the Harvey Road Sports and Events Precinct. This land has then been leased back to Council and often subleased to facility users (which has been the case at Marley Brown Oval). GPC has encouraged Council to spend rates equivalent revenue on the infrastructure situated on the land they own. This provides dedicated reserves for the ongoing maintenance of these facilities.

Also, GPC has previously supported the redevelopment of other community facilities in Gladstone. In 2012 an arrangement was made with GPC to finance the \$31m Gladstone Entertainment Convention Centre expansion. The arrangement saw Council borrowing \$21m for the centre’s expansion and additional levels of parking which is being repaid using annual rates equivalent payments from GPC.

During consultation, GPC have expressed their support for the Harvey Road Sports and Events Precinct Precinct redevelopment. Previous arrangements set a precedent for potential opportunities for a financial partnership with GPC for the Harvey Road Sports and Events Precinct Precinct project.

Other private partnerships are likely to be available to support the construction and operation of the redeveloped Harvey Road Sports and Events Precinct. These include ongoing sponsorship of the facility including significant naming rights sponsorship.

If an opportunity for a Public Private Partnership (PPP) presents itself, recommendations from the National PPP Policy and Practitioners’ Guidelines 2015<sup>117</sup> should be applied. PPPs apply when the private sector funds or delivers public infrastructure.

## FACILITY USERS

While existing facility users are not expected to contribute directly to financing the construction of the redeveloped facility, their use coupled with expected participation and event-hosting growth will contribute to the viable operation of the facility and broader economic and social benefits of the project. The proposed new operating model will see users pay per use, as opposed to the current situation where they pay to maintain their entire lease area.

## FUNDING OPTIONS MATRIX

Based on the subsidies provided by a variety of funding programs, the table below identifies the investment required by Council and partners as matching funding, based on a range of external funding scenarios. It is expected that these funds will be sourced from a combination of surplus funds and debt (with repayments supported by partnership arrangements).

|                      | 40% Externally Funded | 60% Externally Funded | 75% Externally Funded | 80% Externally Funded |
|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Council and Partners | \$30,300,224          | \$20,200,150          | \$12,625,094          | \$10,100,075          |
| Government Funding   | \$20,200,150          | \$30,300,224          | \$37,875,281          | \$40,400,299          |

Table 23: Investment requirements based on different external funding scenarios

It is important to note that in the 80% externally funded scenario, the investment required by Council is \$10,100,075. In comparison, the do-minimum investment to bring the existing sports precinct up to minimum safety, access and field surface quality standards is \$8,765,010.

117 <https://www.infrastructure.gov.au/sites/default/files/migrated/infrastructure/ngpd/files/National-PPP-Policy-Framework-Oct-2015.pdf>

# 18. TIMEFRAME

Project timing has been provided in broad terms across five years, acknowledging that this project is reliant on securing funding before it can proceed.

Significant options analyses, including an early master plan (2019), concept planning (2020/2021) and feasibility/constructability assessment work (2021/2022), have already been completed by Council. These phases have included community consultation.

It is expected that the thoroughness of this work- designed to identify and mitigate project risk and lessen the need for contingencies- will result in more efficient detailed design and construction phases.

This includes the following, assessments and design documents, which have already been completed:

- Preliminary Design Drawings (Civil and Architectural)
- Ecological Assessment
- Flooding & Stormwater Assessment
- Traffic Assessment
- Town Planning Assessment
- Heritage (European and Aboriginal)
- Geotechnical Investigations
- Existing Building Conditions Report

## Land management plan and Department of Resources approval

Since the project is situated on State Government land reserved for the purpose of sport and recreation, a land management plan will be required as a step towards approval by the Department of Resources to proceed with the development. Due to the extent of this project a “full” land management plan will likely be required. This includes the requirement for community consultation.

## Management and operational model establishment

Formalisation of the management and operational model is required prior to securing funding and appointing a contractor. This is required to finalise expected whole-of-life costs, establish future and transitional user agreements (tenure), agree on project staging and transitional arrangements, plan human resource needs and give users (existing and future) time to fully consider potential opportunities and required changes to their operations. Arrangements including change over of tenure and recruitment will occur throughout the project delivery timeframe.

## Funding commitment

The project relies on securing external funding. A number of funding options have been described within this Business Case and these will be pursued in order to secure the project. Since the timeline for securing this funding is unknown and likely to rely on commitment from a broad range of stakeholders including both State and Federal Government, with many competing priorities, the timelines described in the schedule below have not been tied to specific years (e.g. 2022 to 2026). However, commencement as soon as possible will avoid further cost escalation and missed opportunities to bring major events to the region.

## Procurement of consultants

Consultants will be appointed to provide detailed designs in line with Council’s procurement and probity processes including required timeframes.

## Design and approval process

Detailed designs will be prepared in line with and informed by the detailed concept plans

already provided through constructability/options assessments. The detailed design process will include community consultation. The detailed designs will be used by Council to seek a development approval (DA). The package will include a project briefing, schematic designs, environmental impact statement (EIS), detailed design and contract documentation.

## Early works package

Depending on how the project is contracted, early or staged civil works may be undertaken outside of the construction contract (but similarly via Council’s procurement process, unless delivered internally by Council). These works may include demolition and site clearance, bulk earthworks, foundations, headworks and services infrastructure (including road building).

## Procurement of construction contractor

This phase assumes that a construction contractor will be appointed (in accordance with Council’s procurement and probity processes) separate from detailed design. A design and construct contract could enable delivery within a shorter time frame, but would require a hold time while the development application is secured.

## Construction and handover

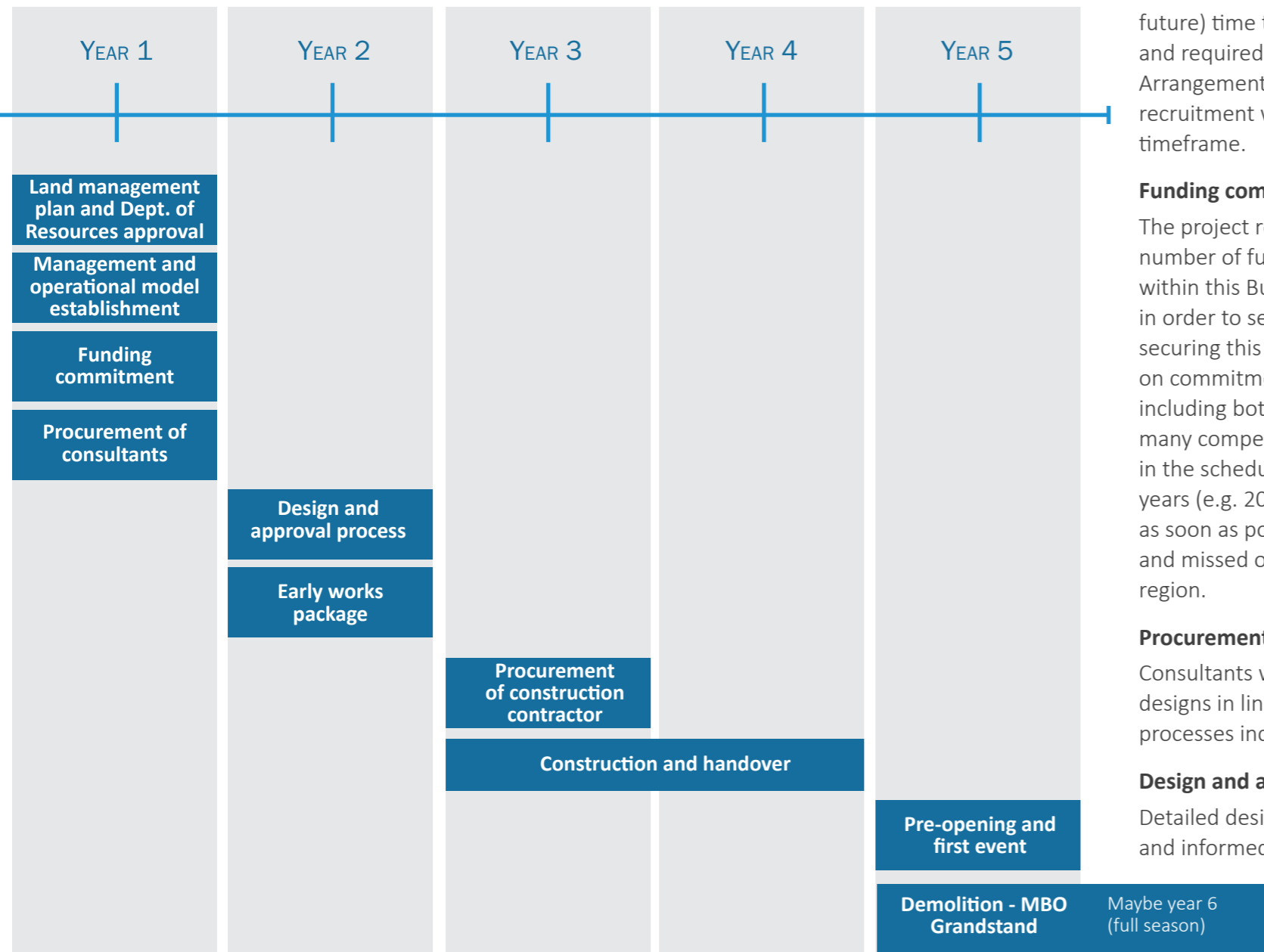
Two years have been allowed for construction, including a practical completion phase and handover. It is likely that the project will include staging including the timing of field works so that playing fields can be used during construction of other parts of the facility. Ideal staging for user transition and construction efficiency will be determined during the detailed design phase, in consultation with facility users.

## Pre-opening and first event

In the pre-opening phase, operations will be established and test events (with no spectators) held before the first major event at the venue (with paying spectators).

## Demolition of Marley Brown Oval Grandstand

Once operations are fully established at the new stadium (this may be an entire playing season), the Marley Brown Oval grandstand will be demolished and the area repurposed as appropriate.





## COPYRIGHT AND DISCLAIMER

This Business Case (report) has been prepared exclusively for the benefit of and use by Gladstone Regional Council (the client). The report is intended to establish the feasibility of the Havey Road Sports and Events Precinct redevelopment.

This report must not be used for any other purpose, or by any other party, nor is the document to be made available to any other party without the prior written consent of the client. No part of this report may be reproduced in part or full without the prior, written permission of the client. All statements, projections and opinions expressed in this report are given in good faith. The client indemnifies CPR Group (which includes its consultants) against any and all claims against the client, or CPR Group by reason of any information omitted or false information included in this report.

The contents of this report have not been independently audited. As such, the client assumes the entire risk related to its use of this report. CPR Group does not warrant or assume any legal liability or responsibility for the accuracy, completeness, or usefulness of the contents of, or projections in this report and disclaims any and all warranties, whether express or implied, including (without limitation) any implied warranties of merchantability or fitness for a particular purpose. In no event will CPR Group be liable to the client or to any third party for any direct, indirect, incidental, consequential, special or exemplary damages or lost profit resulting from any use or misuse of this report.

All intellectual property in the processes and methodology used to create this report, together with the design of graphics, symbols and definitions contained in the document, is the property of CPR Group and is protected by Australian and international copyright laws. All rights reserved.

Other than for the purpose of delivering the Havey Road Sports and Events Precinct redevelopment in Gladstone no part of the intellectual property of CPR Group may be used, reproduced, sold, transferred, modified, published or made available to any other party without the prior written permission of CPR Group.