TASMANIAN PLANNING COMMISSION

Draft Integrated Assessment Report

Macquarie Point Multipurpose Stadium Project of State Significance

prepared by the Panel of delegates
for the Macquarie Point Multipurpose Stadium
Project of State Significance

31 March 2025

Draft Integrated Assessment Report - Macquarie Point Multipurpose Stadium Project of State Significance

Prepared and published by:

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Preamble

Background

A proposal by the Crown in Right of Tasmania for the development of a multipurpose stadium at Macquarie Point was declared a Project of State significance (**PoSS**), by Order of the Governor (**the Order**), in October 2023 (see Attachment A).

Under the Order, the project includes development and construction of:

(a) A stadium that is suitable for a range of entertainment, sporting, cultural, corporate and community uses

(b) The related infrastructure and services necessary to support the stadium and its operations

(c) A public concourse adjacent to the stadium; and

(d) Any other facility or thing necessary, or convenient, for the implementation of the project.

A **Ministerial Direction** from the Premier dated 16 October 2023 (Attachment B) directs the Tasmanian Planning Commission (**the Commission**) to undertake an integrated assessment of the Macquarie Point Multipurpose Stadium Project (the Project), in accordance with the *State Policies and Projects Act 1993* (**the Act**).

The proponent of the Project is the Crown in Right of Tasmania, represented by the Macquarie Point Development Corporation (**the Proponent**).

The Commission has delegated its powers and functions in relation to the integrated assessment of the Project to a five-member panel (**the Panel**). The Panel members are:

- Paul Turner SC (Chair)
- Gary Prattley
- Lynn Mason AM
- Shelley Penn AM, and
- Martin Wallace.

Further information on each of the Panel members is available on the Commission's website.

On 16 February 2024, the Panel determined **Guidelines** to be followed in the preparation of the Proponent's reports.

On 17 September 2024, the Proponent submitted reports addressing the Guidelines. The Ministerial Direction requires the Commission to submit a recommendation on the Project to the Minister within 12 months of the date of the Proponent's submission of reports, which means a recommendation is due no later than 17 September 2025.

The Proponent submitted additional materials between January and March 2025 in response to a Commission letter requesting further information to address the Guidelines. The Panel notes that the draft integrated assessment report (**draft IAR**) does not take into consideration any information submitted after 4 March 2025.

Any materials submitted by the Proponent are referred to as '**the Proponent's reports**' throughout this document.

Assessment process

The Commission must undertake an integrated assessment of the Project in accordance with Part 3 of the Act. The Act specifies that the integrated assessment must:

(a) seek to further the objectives set out in Schedule 1 of the Act

(b) be undertaken in accordance with State Policies; and

(c) take into consideration the matters set out in any representations made following public exhibition of the draft integrated assessment report.

The Ministerial Direction further requires the Commission to comply with the following requirements (subject to the terms of the Act):

1. The integrated assessment is to address the environmental, social, economic and community impacts of the project.
2. As part of the integrated assessment, the Commission is to specifically consider the extent to which the proposed project:
    - is consistent with and supports the urban renewal of the Macquarie Point site (as defined in the *Macquarie Point Development Corporation At 2012*) as provided for in the Mac Point Precinct Plan prepared by the Macquarie Point Development Corporation established under section 5 of that Act
    - impacts on the surrounding area and uses; and
    - could generate social, economic and cultural benefits to the region and the State of Tasmania.

The PoSS process supplants the approval processes otherwise required by legislation under the Resource Management and Planning System of Tasmania concerning the Project's use and development, specifically:

- *Land Use Planning and Approvals Act 1993*
- *Environmental Management and Pollution Control Act 1994; and*
- *Historic Cultural Heritage Act 1995.*

The Act requires consultation with the council of a municipality in which the Project is located and each agency which, in the Commission's opinion, has an interest in the Project. The section of this report titled 'Consultation summary' below provides an overview of the consultation process undertaken in the preparation of the draft IAR.

Purpose of the draft integrated assessment report – an 'issues report'

The Act requires the Commission to prepare a draft IAR and exhibit it for public comment.

The Act defines an ‘integrated assessment’ as:

> in relation to a project of State significance, a consideration of environmental, social, economic and community issues relevant to that project and any other such issues as may be prescribed.

The draft IAR is an issues report that draws out and considers issues relevant to the Project, including specific issues as prescribed by the Ministerial Direction.

It focuses on key challenges, concerns and potential problems relating to the Project, and their potential effects. It is intended to initiate discussion on those issues and to explore through exhibition and public comment any potential solutions that may alleviate or mitigate the issues. There are aspects of the Project that the Panel considers do not present any significant issues, and as such these are not addressed in the draft IAR. The draft IAR is intended to be read in this context.

The draft IAR sets out the views and considerations of the Panel. These are preliminary views and considerations. They are open to be changed, having regard to the requirement to consider representations made following exhibition of the draft IAR (see ‘next steps’ below). The Panel’s judgement is informed by the information the Panel has available to it, including materials submitted by the Proponent, other available documents relevant to the issues, professional advice, and its members expertise.

The draft IAR does not seek to weigh the relative importance of issues, or provide an overall recommendation as to whether or not the Project should proceed. The Panel will not make any recommendation on the Project until it has completed the integrated assessment process, including consideration of views and evidence provided through representations and the public hearings.

The Panel will prepare a final IAR and a recommendation to the Minister after it has considered representations and conducted hearings. The Act requires a recommendation that either the Project proceed (and if so on what conditions) or that it does not proceed.

Structure of the draft integrated assessment report

As it is an issues report, the draft IAR is structured to reflect issues related to the Project, grouped into relevant topic areas. Each topic contains a description of the matters that the topic covers, and an overview of the key issues related to that topic. Each section within a topic area contains ‘Panel findings’, which represent the preliminary discussion, observations and findings of the Panel on the key issues. Where relevant, the sections include additional ‘context’, which describes relevant information, including views provided by relevant agencies through the consultation process.

The topic areas of the draft IAR address the themes of ‘environmental, economic, social and community’, as required by the Act and the Ministerial Direction. Some of the topics relate to all of these themes, and many of the individual sections are interrelated.

Project scope

The Proponent’s reports propose a limited project to construct a stadium building, concourse area, practice cricket wickets and below ground carpark, and to relocate

the Goods Shed. This limited project proposal is referred to in the draft IAR as '**the Proponent's proposed stadium project'**.

However, the Commission is undertaking an integrated assessment of what is specified by the Order, including 'related infrastructure and services necessary to support the stadium and its operations' and 'any other facility or thing necessary, or convenient, for the implementation of the project'. This full project is referred to in the draft IAR as '**the Project'**.

The Commission is required to consider all aspects of the Project that fall within the Order's description. The Project includes all use and development considered to be 'necessary' to support the stadium and its operations or 'convenient' for the implementation of the Project. These include the northern access road and bus plaza, utility infrastructure, pedestrian infrastructure, public realm landscaping, and pedestrian/vehicle movement and management.

Land associated with the use and development that is part of the Project is described in Figure 1.0 below:

Figure 1.0 Land associated with use and development that is part of the Project.
Note: 'Mac Point site' refers to the site area under the Mac Point Precinct Plan.

The draft IAR focuses on use and development associated with the Project, as this is what would be the subject of any permit deemed to be granted through the PoSS process. There are also services that are proposed to support the operation of the stadium, such as buses and ferries. Those which are to be delivered by these services are discussed in the draft IAR where relevant; however the services themselves would not be part of any permit deemed to be granted for the Project.

The section of this report titled 'Project scope' provides further detail on the scope of the Project, and the difference between this and the more limited Proponent's proposed stadium project.

The difference between the Project and the Proponent's proposed stadium project is significant, and it means that the Proponent's reports do not always provide complete information and analysis on the full range of effects associated with the Project. The Panel has taken this into account in its assessment. There is insufficient information available to the Panel to provide findings in relation to some issues, although the Panel has identified potential or likely issues where possible.

General observations

The Panel acknowledges the Proponent is working to put forward a feasible scheme within a far tighter timeframe than would usually be applied to major infrastructure. The proposed construction timelines are similarly highly constrained. The Panel acknowledges the time constraints may have contributed to challenges in submitting more comprehensive and resolved information.

On the basis of the material submitted, the Panel notes the Project presents both positive and negative effects and opportunities. The establishment of The Devils Tasmanian AFL/W teams is perhaps the most obvious potential benefit and is understood to be well-supported by the wider community. There are also potential benefits that could arise from the creation of a major event venue in proximity to the city.

However, while there are multiple issues identified within the draft IAR that would need to be addressed and appear able to be resolved with adequate investment of time, the Panel notes there are other more challenging issues presented by the Project, which may be harder to address. These include:

- the economic implications for the Tasmanian community
- the physical size required to house stadium functions in context of the Macquarie Point site
- transport required to serve major events at Macquarie Point
- access to and from the stadium within a constrained site; and
- the northern access road which is regarded as essential to the Project.

The Panel invites and welcomes public comment and representations to assist its consideration of issues and any opportunities to address them.

Invitation to make a representation

The draft IAR is exhibited for public comment between 31 March and 8 May 2025.

Additional materials are available to view through the Commission website.

These include:

- Submissions from relevant agencies under section 21 of the Act, which are required by the Act to be exhibited along with the draft IAR; and
- Plans and reports submitted by the Proponent.

You are invited to make a representation by 8 May 2025, via the online representation form or by mail to GPO Box 1691, HOBART TAS 7001.

Please ensure your representation is submitted on time, as the Commission cannot accept any late representations.

Further information on making a representation is available on the Commission's website.

Next steps

Once representations have been received, the Panel will consider them. That will entail public hearings in relation to the representations. It is anticipated that a number of representations will be consolidated and hearings held in relation to them. It is expected that these will be held between 30 June and 25 July 2025.

Prior to that the Chair of the Panel will conduct a directions hearing to facilitate the hearing process.

Following the public hearings, a final IAR and recommendation report to the Minister is due by 17 September 2025 (12 months from the date of the Proponent's reports being delivered).

The final determination on whether the project will proceed will be made by both houses of Parliament.

See flowchart of the PoSS process at Attachment C.

Project scope

The Project is for the development of a stadium for a range of purposes and includes related infrastructure and services necessary to support its operation and any other facility or thing necessary, or convenient, for the implementation of the Project. These purposes and elements are outlined below.

The scope of the Project includes the stadium building, concourse area, Goods Shed relocation, practice cricket wickets, below ground carpark and works incidental to these. These are included in the Proponent's proposed stadium project and outlined in (a) below. The land related to this is shown in Figure 1.1.

Other elements of development that are either necessary to support the project or convenient for the implementation of the stadium are part of the Project and are outlined in (b) below. The extent of the land associated with the Project is shown in Figure 1.2.

There is also a range of development elements that have been referred to in the documents provided by the Proponent, or by State Agencies/Hobart City Council during consultation for the preparation of the draft IAR, that may be necessary for the operation or implementation of the Project. These are outlined in (c) below. The additional land associated with these elements is shown in Figure 1.3.

The activities proposed relate to three separate uses of land:

- major sports and events facility
- function centre within the stadium and the Goods Shed; and
- car parking in the below ground car park.

Development that is part of the project

(a) The scope of the Project includes the Proponent's proposed stadium project including the stadium building, immediate stadium concourse areas, Goods Shed relocation, practice cricket wickets, below ground carpark and works incidental to these. These are included in the Proponent's November 2024 scope of the project. (note: the Mac Point Site shown on figures 1.1 to 1.3 is the site area from the Mac Point Precinct Plan August 2024). See Figure 1.1 - Proponent's proposed stadium project.

(b) The Panel considers that the scope of the Project includes related infrastructure and services necessary to support the operation of the stadium and which are convenient for the implementation of the project including:

- development associated with public realm landscaping and movement of pedestrians and emergency management vehicles on land surrounding the project including the 'Aboriginal culturally informed zone', but excluding the Royal Engineers Building
- development of transport infrastructure associated with the northern access road and bus plaza including new and modified access roads, parking, active transport and pedestrian infrastructure

- use and development transport infrastructure including for pedestrian movement, active transport, parking, traffic management around Evans Street, Hunter Street, Davey Street and Franklin Wharf
- development of new utility infrastructure and relocated utility infrastructure; and
- development associated with the construction stage of the project.

See Figure 1.2 - Extent of land associated with the Project.

Elements that may be necessary for the operation or implementation of the project

(c) The Panel considers the scope of project may need to include the following elements:

- development associated with public realm landscaping and pedestrian / active transport / emergency management vehicles around areas including the Engineers Building site and the Tasman Highway; and
- development associated with a pedestrian / active transport link between Tasman Highway and Collins Steet.

See Figure 1.3 - Extent of additional land for development that be necessary for the Project.

Activities and uses proposed

(d) The activities proposed for the Project relate to three separate uses of land:

- major sports and events facility - Use of land for sporting or entertainment performances where there is also a substantial provision for spectators who are usually charged admission. This includes the stadium facility and the below ground carpark that is to provide parking spaces for stadium purposes on event days
- function centre - Use of land by arrangement for holding private functions such as conferences or receptions not in conjunction with sporting or entertainment performances. This includes the function rooms and media rooms within the stadium and the Goods Shed and the car park; and
- car park - use of the below ground car park to park vehicles when used by the general public independently of the uses at the stadium.

(e) The use of the stadium as a major sports and event facility and function centre is not proposed to be restricted to:

- a time period during the day or any day of the year
- a maximum number of events or functions; and
- a maximum number of patrons (below the capacity of the stadium).

Context

The Summary Report (page 27) describes the patron capacity for major sports and events as:

- 23,000 seated plus 1,500 standing for sporting events; and
- 31,500 for concert events.

During the consultation process for the preparation of the draft IAR Stadiums Tasmania provided advice that modelling the stadium's capacity for a concert shows that there is a capacity for 35,000 to 39,000, and that this level of attendance is viewed by concert promoters as an important threshold for venues. Stadiums Tasmania advised that it was concerned that permits for the stadium should not limit its potential use and should accommodate the larger number.

The Summary Report describes the car park as having between 536 and 560 spaces and being used by activities at the stadium and the broader precinct (Summary Report, p 24). Appendix EE describes the car park as providing 70 dedicated parking spaces for stadium purposes and being open to use by the general public (Appendix EE, pages 8 &12). Appendix N describes the stadium use as providing 300 carparking spaces on site and surrounds for members and corporate patrons on event days (Appendix N, page11). Appendix N was prepared prior to the inclusion of the underground car park to the project, and the Panel has assumed that these spaces would be provided in the underground carpark, as no other location has been identified.

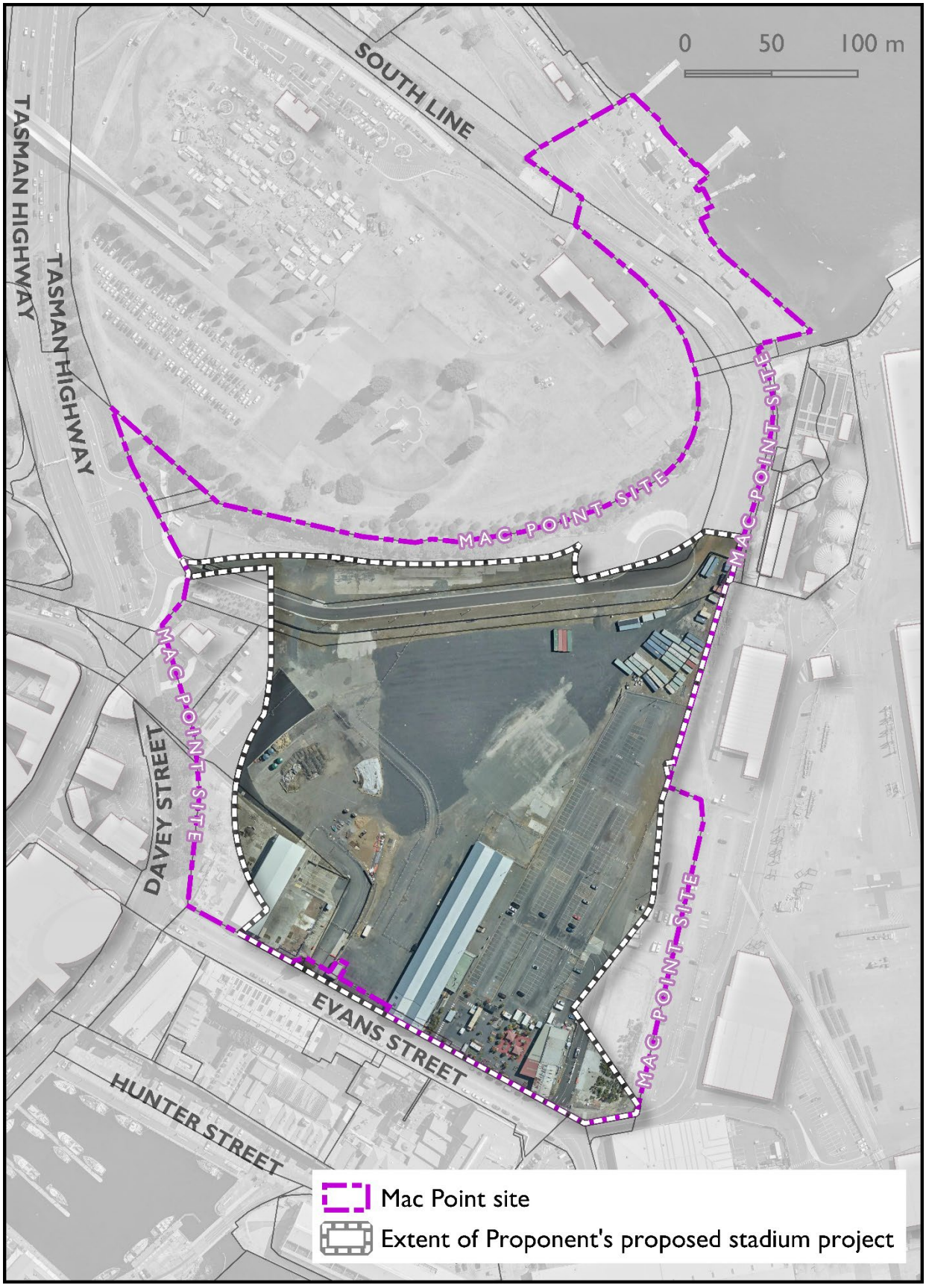


Figure 1.1 Proponent's proposed stadium project

Figure 1.2 Extent of land associated with the Project

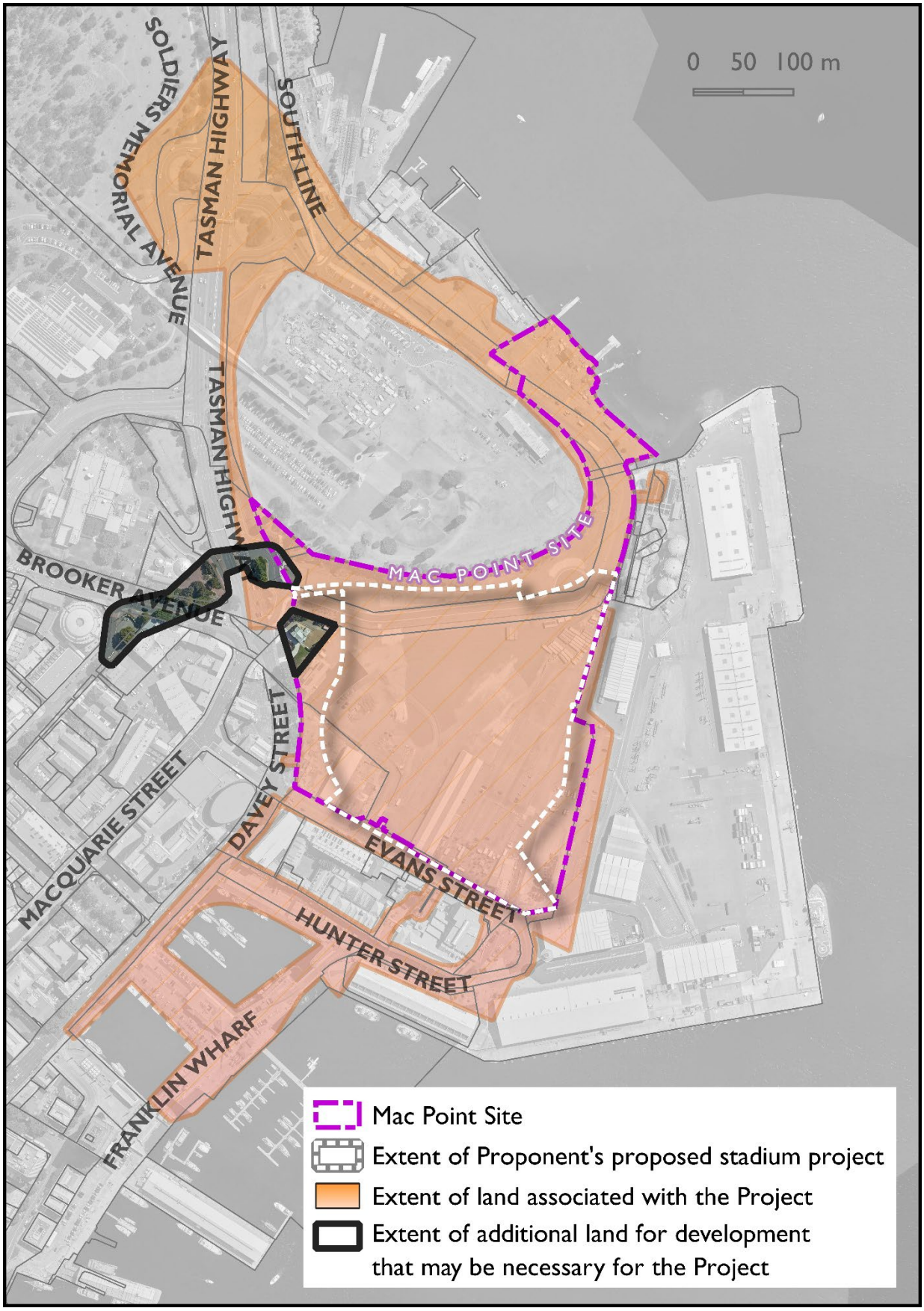


Figure 1.3 Extent additional land for development that be necessary for the Project.

Consultation summary

The Commission is required to undertake consultation with the council of a municipality in which the Project is located, and with relevant agencies that may have an interest in the project. The Panel determined there are 24 relevant agencies in relation to this project, including planning authorities, State and Commonwealth agencies, Tasmanian Government Businesses, and other statutory bodies and businesses.

Under Section 21 of the Act, the Commission notified the Hobart City Council and the 24 relevant agencies that an integrated assessment was being undertaken. Commission received submissions from 14 agencies. All are available on the Commission's website.

Under Section 22 of the Act, Commission staff met with Hobart City Council and relevant agency staff to draw directly on the professional knowledge and expertise of technical specialists, to support the Panel's preparation of this report. 16 agencies (including the Hobart City Council) participated in meetings with the Commission.

Topics discussed at these meetings included:

- the agency's areas of interest in the Project
- the scope of the Project
- the adequacy of the Proponent's reports
- the merits of key findings or recommendations in the Proponent's reports
- professional officer-level advice on the issues and opportunities relating to the project
- whether there was sufficient information to identify the outcomes that could be sought or achieved in permit conditions; and
- any policies, guidelines, or industry practices relevant to the project.

The consultation outlined above has informed the preparation of the draft IAR. Where particularly notable comments have been made by the Hobart City Council or relevant agencies that are relevant to particular sections of this report, this is reflected either in the main discussion of the issue or in the 'context' for that section.

Integrated assessment

1.0 Economic effects

Summary

The Panel finds that the costs of the Project are approximately double its estimated benefits.

The benefit-cost ratio (BCR) for the project is 0.53 in the Panel's central case. This compares with the Proponent's central case BCR estimate of 0.69 and the estimate provided by Dr Nicholas Gruen in his report 'Independent Review of the Macquarie Point Stadium, 1 January 2025', of 0.44. As the results of all three cost-benefit analyses (CBAs) show a BCR of less than one, there would, by implication, be a reduction in Tasmania's economic welfare from implementing the Project.

The Panel notes the Proponent's Project of State Significance (PoSS) CBA confines itself to an estimate of the direct cost of building the stadium. It excludes the capital expenditure in the surrounding precinct needed for the stadium to be used, safely and effectively, for the purposes for which it is intended. As a result, the Panel finds that the cost of developing the stadium and the supporting infrastructure and services (the Project) are understated in the Proponent's report. The Panel also concludes that the estimated benefits from the Project are overvalued in the Proponents report.

There are downside risks to the Panel's current estimates that are yet to be quantified. If all costs and benefits were able to be better quantified, the Panel believes the excess of costs over benefits would be greater.

The Panel finds that under its central scenario, construction of the Project would require the State to borrow – or otherwise finance at the same or greater cost - approximately $992 million. At the end of 10 years of operation the additional debt directly associated with the Project's construction and operation would be approximately $1.86 billion.

The State's debt servicing costs are estimated to be $76 million higher per annum over the first 10 years of operation than would be the case if the Project is not constructed. Over this period, the State's cash deficit is estimated to be $87 million per annum higher.

Overall, while the Proponent's economic analysis shows the operation of the Project would result in between 203 and 238 FTE jobs on an ongoing basis, this is a relatively small benefit for an investment of this magnitude and would be less than if the same quantum of public funds were invested in a project with a positive benefit-cost ratio.

1.1 Cost-Benefit Analysis

(a) The cost-benefit analysis submitted by the Proponent assesses the costs and benefits of the Project together with a Tasmanian-based AFL team, as, under the Agreement with the AFL, the two are contingent upon one another. The Panel considers this treatment to be appropriate. The logic of this approach is explained in Attachment D.

(b) In preparing its estimates of the costs and benefits of constructing the Project, the Panel has adopted the recommended approach of Infrastructure Australia, Guide to Economic Appraisal, Technical Guide of the Assessment Framework 2021.

(c) Table 1.1.1 compares its Central Case costs and benefits with those estimated by the Proponent and Dr Nicholas Gruen, the economic consultant commissioned by the Government to review the case for the stadium development. All three studies use a seven per cent real discount rate for their central cases. The impact of alternative real discount rates is shown in section 2.6.

(d) On the basis of the Panel's calculations, the present value of the costs exceeds the present value of the benefits by $669.2 million. As the theoretical basis of a CBA is the measurement of the change in economic welfare resulting from a proposed project, this result implies that the collective economic welfare of Tasmanians would fall if the Project goes ahead, on the assumption that all significant costs and benefits – including intangibles - are reasonably quantified.

(e) The Panel's estimated BCR, in the central case of 0.53, stands between the Proponent's estimate of 0.69 and Dr Gruen's estimate of 0.44. That is, all three studies show a BCR below the required level of one.

(f) The Panel notes there are downside risks in its estimate of the BCR (see section 2.4.8 below).

Table 1.1.1 Cost-Benefit Outcomes - Central Case

NET PRESENT VALUE 2024 TO 2058 $millions	PROPONENT	GRUEN	PANEL
COSTS			
Capital costs (core stadium)	578.9	624.7	653.4
Capital costs (stadium related)	0	57.6	120.6
Capital costs (precinct and preliminary)	0	123.4	185.7
Opportunity cost of land	0	155.6	32.6
Lifecycle costs	0	73.1	73.1
Operating costs	62.4	135.9	135.9
Event attraction costs	14	70.8	70.8
Government subsidy to Devils AFL/W teams	98.6	91.1	98.6
Marginal cost of public funds	0	86.7	43.4
Credit rating downgrade	0	0	0
Visual disamenity/externality	0	9.1	0
TOTAL COSTS	**753.9**	**1428.0**	**1414.1**
BENEFITS			
Increased visitation sports and cultural	198.3	25.2	56.3
(less offset loss of Bellerive games)	0	-10.5	-10.5
Increased visitation - business events	13.2	4.4	3.7
Increased visitation - operators	1.4	0.7	0.4
Increased visitation - cruise ships	0	2.1	2.1
Retained visitation	106.8	25.7	52.6
(less offset to retained visitation from less travel	0	-2.7	-2.7
TasPorts add. net revenue from cruise ships	0	1.0	1.0
Use value	17.1	21.8	17.1
AFL industry	88	24.6	49.1
Terminal value	41.9	97.1	105.3
Land value at end of 2030	0	41	8.6
Non-use value	20.3	19.7	20.3
Health and productivity	29.9	16.2	29.9

NET PRESENT VALUE 2024 TO 2058 $millions	PROPONENT	GRUEN	PANEL
TOTAL BENEFITS IN PROPONENT'S REPORT	**516.86**		
Stadium revenue tickets		12.5	12.5
Stadium revenue venue hire		16.3	16.3
Stadium revenue food and beverages		84.3	84.3
Stadium revenue LED Ribbon Board Advertising		6.4	6.4
Stadium revenue functions		5.7	5.7
Stadium revenue membership and other		46.8	46.8
Car Park revenue		0	30.2
AFL contribution to stadium		11.5	13.1
Commonwealth contribution to stadium		183.6	196.5
TOTAL BENEFITS (1)	**516.86**	**633.4**	**744.9**
Benefit cost ratio	**0.69**	**0.44**	**0.53**

Note to table 1.1.1:

1. In its CBA, the Proponent presents operating costs and revenues as a net subsidy whereas they are explicitly identified in Dr Gruen's Report and by the Panel. Differences in the Net Present Values (NPV) for Commonwealth and AFL contributions reflect timing differences.

Key Considerations and Assumptions in the Cost-Benefit Analysis

(g) Table 1.1.2 below summarises the assumptions made by the Panel.

(h) The key differences between the results of the three cost-benefit studies are explained by variations in the estimated costs of construction, and the estimated benefits from increased tourism expenditure in Tasmania and reduced spending by Tasmanians travelling interstate for AFL games and events.

(i) Each of these, and other factors influencing the end results, are explained below

Table 1.1.2 Assumptions and Source of Estimates - Central Case

COSTS	**ASSUMPTION/SOURCE OF ESTIMATE/COMPARISON WITH PROPONENT**
Capital costs (core stadium)	As per the XMIRUS report (commissioned by Dr Gruen).
Capital costs (stadium related)	As set out in Table 1.1.3.
Capital costs (Precinct plan)	As set out in Table 1.1.3.
Opportunity cost of land	Valuer-General 2024 valuation.
Lifecycle costs	As in Proponent's report.
Operating costs	As in Proponent's report with costs and revenues shown separately.
Event attraction costs	As in Proponent report.
Government subsidy to Devils	As in Proponent report.
Marginal cost of public funds	Uses a marginal excess burden of 10 per cent.
Credit rating downgrade	Assumes no credit rating downgrade.
Visual disamenity/externality	Zero allowance due to difficulty in measurement.
BENEFITS	
Increased visitation sports and cultural	Total attendance levels as in Proponent's central case adjusted for baseline attendance at Bellerive Oval matches. Interstate visitation assumed at 15 per cent of total attendance for AFL games, compared to 25% used by Proponent. Visitors' average length of stay assumed to be 2.5 days compared to 3.1 days used by Proponent, and average spend per day of $258 as per Proponent's report. Interstate visitation for Full Stadium and Arena Concerts reduced from Proponent's 20% to 5% and 2.5% respectively. Labour surplus and producer surplus set at a total of 20 cents in the dollar of tourist expenditure compared to a total of 34.6 used by Proponent.

COSTS	ASSUMPTION/SOURCE OF ESTIMATE/COMPARISON WITH PROPONENT
Offset loss of Bellerive games	Estimated loss at Bellerive Oval, based on an average attendance of 12,600 at 4 games, of which 25% are assumed to be interstate visitors.
Increased visitation - business events	Visitors' average length of stay (3.6 nights) and average spend ($258) as per Proponent's report. Labour surplus and producer surplus set at a total of 20 cents in the dollar of tourist expenditure compared to a total of 34.6 used by the Proponent.
Increased visitation - operators	Visitors average length of stay and average spend as per Proponent's report. Labour surplus and producer surplus set at a total of 20 cents in the dollar of tourist expenditure compared to a total of 34.6 used by the Proponent.
Increased visitation - cruise ships	As estimated by Dr Gruen.
Retained visitation	The 25% rate used in Proponent's report reduced to 10% for entertainment events. Labour surplus and producer surplus set at 20 cents in the dollar compared to a total of 34.6 used by the Proponent Average length of stay and average spend as per Proponent's report.
Offset to retained visitation from less travel	As estimated by Dr Gruen.
TasPorts net revenue from additional cruise ships	As estimated by Dr Gruen.
Use value	As estimated by the Proponent.
AFL industry	Assumes $350 million paid as $35 million a year for 10 years, with a 20% net economic benefit as per tourism spending.
Terminal value at end of 30 years operation	Increased to reflect higher initial capital investment due to inclusion of precinct-related and other capital costs.
Land value at end of 30 years operation	Reflects inclusion of the opportunity cost of land. Valuer-General's 2024 estimate escalated by 3 per cent real (before discounting).
Non-use value	As estimated by Proponent.
Health and productivity	As estimated by Proponent.
TOTAL BENEFITS IN PROPONENT'S REPORT	
Stadium revenue tickets	As modelled by Dr Gruen/Lateral Economics
Stadium revenue venue hire	As modelled by Dr Gruen/Lateral Economics
Stadium revenue food and beverages	As modelled by Dr Gruen/Lateral Economics

COSTS	ASSUMPTION/SOURCE OF ESTIMATE/COMPARISON WITH PROPONENT
Stadium revenue LED Ribbon Board Advertising	As modelled by Dr Gruen/Lateral Economics
Stadium revenue functions	As modelled by Dr Gruen/Lateral Economics
Stadium revenue membership and other	As modelled by Dr Gruen/Lateral Economics
Car Parking receipts	Estimated by Panel
AFL contribution to stadium	Based on Proponent's assumptions.
Commonwealth contribution to stadium	Based on Proponent's assumptions

Capital expenditure estimates

(j) Estimated capital costs, including the direct precinct-related costs, are listed in Table 1.1.3, and compared to those adopted by the Proponent and Dr Gruen.

(k) The Panel needs to compare the situation of Tasmania having an AFL team and a stadium at Macquarie Point with the situation if there were no Tasmanian-based team or stadium at Macquarie Point. To be able to compare these 'with-stadium' and 'without-stadium' worlds, the capital costs in the CBA should include all capital expenditures on the Macquarie Point precinct, and the essential services for the stadium to be built and to operate safely and effectively, in order for it to deliver its intended benefits.

(l) In its report, the Proponent has included only an estimate of the direct 'core' cost of building the stadium and has excluded a range of costs required for the stadium to be fully operational. In addition to core construction costs, the Panel has included essential client project management and consultant costs and the cost of works required to ensure the stadium is fit for purpose and is able to operate effectively for the purpose intended. It has adopted the client and project management estimates contained in the XMIRUS report commissioned by Dr Gruen.

(m) The underground car park needs to be constructed at an early stage and its cost has been included. The Panel has estimated the annual revenue from car park operations using average occupancy and parking charges from survey information on multi-story car parks in Hobart's CBD, and included this as a benefit.

Table 1.1.3 Estimated Capital Costs - $ millions[1]

	Proponent	Gruen	Panel
Core Construction Cost (see note 1)	774.9	861.0	861.0
Stadium-related costs (see note 2)			
Kitchen and F&B fit out		15.2	15.2
AV services		27.1	27.1
PA System		2.7	2.7
CCTV System		3.5	3.5
LED ribbon board advertising		8.0	8.0
Below ground car park (see note 3)		0.0	75.0
Total stadium direct	774.9	917.5	992.5
Precinct-plan Costs: (see note 4)			
Davey street footpath extension		0.5	0.5
Event bus plaza		15.0	15.0
Collins street redesign		12.2	12.2
Collins Street footbridge	0.0	60.0	60.0
UTAS Pocket Path		2.0	2.0
Evans Street redesign		4.9	4.9
Public transport infrastructure		25.6	25.6
Site access upgrades/NA road		46.5	46.5
Hunter street carpark change		0.5	0.5
Total precinct related	0.0	167.2	167.2
Preparatory/miscellaneous (see note 5)			
Sewer realignment	0.0	0.0	15.0
Goods Shed	0.0	18.5	6.5
General infrastructure			4.1
Energy infrastructure			11.4
Total relocation/preliminary works	0.0	18.5	37.0
Total	**774.9**	**1103.2**	**1196.7**

[1] Estimates of actual outturn costs incurred during construction of the Stadium which are discounted to produce the estimates in Table 1

Notes:

1. The Proponent's estimate is from WT Partners before 'value-management activities'; Panel's and Dr Gruen's are estimates from XMIRUS Peer Review of WT Partnership Costing, November 2024
2. Estimates included in the Proponent's report but excluded from their analysis on the assumption these items would be paid for by commercial interests. The Panel's estimates include the capital costs and the estimated revenue associated with these assets based on modelling undertaken by Dr Gruen and Lateral Economics.
3. Sourced from Department of State Development.
4. Required works to ensure the stadium is fully operational, including the Collins Street footbridge which may be necessary for the operation of the stadium.
5. The Goods Shed and the sewer line would need to be moved before substantive construction commences. The stadium would require additional investment in energy infrastructure and services. The estimates for the sewer realignment, the Goods Shed and the energy services are as supplied to the Panel by the Proponent.

Estimated benefits from tourism expenditure

(n) Of the $517 million in benefits (in net present value terms) identified by the Proponent, $320 million or 62 per cent is due to the two effects on tourism expenditure – 'increased visitation' and 'retained visitation'.

(o) Increased visitation represents the economic value of the additional tourism expenditure in Tasmania generated by interstate visitors for the games and other events held at the stadium, that would not otherwise occur if the stadium were not constructed.

(p) Retained visitation represents the economic value of reduced tourism expenditure outside Tasmania resulting from Tasmanians no longer visiting other States for games and events now being held in Tasmania, which would result in a lower expenditure leakage from the Tasmanian economy.

(q) The benefits are calculated (in all three reports) from an estimate of how many people would be in each of these two categories, how long they would stay on average, how much they would spend per day, and the proportion of this expenditure that represents the net economic benefit to Tasmania, calculated through estimating the labour and producer surplus from this expenditure.

(r) The Panel's assumptions are detailed in Table 1.1.4 below. The main reasons the estimates differ from those of the Proponent are:

- the Panel has adopted an assumption that 15 per cent of stadium AFL game attendance would be new interstate visitors, whereas the Proponent assumes that 25 per cent of attendance at AFL games would be interstate visitors
- the average length of stay of interstate visitors for AFL games is assumed to be 2.5 days (rather than 3.1 used by the Proponent), on average over the 30 year operation period for the stadium
- the Panel's estimates remove the interstate component of the baseline (existing) average AFL game attendance in Tasmania, as this is not 'new'
- the assumed percentages of Tasmanians travelling interstate for games and events are lower in the Panel's assessment than used by the Proponent (explained below); and
- the Panel has set both the producer surplus and the labour surplus at 10 per cent, rather than the 16.5 and 18 per cent respectively used by the Proponent (explained below).

(s) The Panel has generally adopted the same assumptions as the Proponent's central case on crowd sizes, the type and frequency of events (except for the assumption that Tasmania would host a test match every year), and the average daily spend of both visitors and 'retained' visitation.

(t) In relation to test cricket events, it is assumed that Tasmania would host a test match every four years, which is the same assumption used by Dr Gruen. Major stadiums in Australia compete for the hosting of test

matches, and with the size of expected crowds in other capital cities – and with the number and frequency of tests held in Australia - it would be extremely difficult for Hobart to secure a test match every year. If that were the case, the Proponent's estimate of 56,000 attendees over 4 days, every year, would appear optimistic.

Visitation Estimates

(u) The estimate of 15 percent interstate visitation is calculated from the analysis undertaken by MI Global Partners of past attendance at Tasmanian AFL games. This adjusts for the presence of two mainland teams, the higher attendance when two Melbourne-based teams participated, the Proponent's estimate that 28 per cent of visitors have not been induced to travel by the actual game, and the assumed higher AFL game attendance and higher proportion of Tasmanians who would be expected to attend a match with a Tasmanian team than for a match involving two mainland teams.

Base-Line AFL attendance

(v) The average attendance at past AFL games at Bellerive Oval was 12,600 (MI Global Partners report) of which 25 per cent are assumed to be interstate visitors. If the Project did not proceed and there is no Tasmanian-based AFL team, it is assumed the State would continue to support and provide incentives for AFL games in Tasmania. As it is not a new or incremental benefit, the value of this already occurring benefit is subtracted from the total estimated visitation benefits. Dr Gruen has taken the same approach as adopted by the Panel to establish and remove the baseline attendance in the cost-benefit analysis.

Retained visitation

(w) The Panel considers the Proponent's estimates for 'retained visitation' to be significantly overstated. The Panel sees no empirical support provided for the assumed proportions of Tasmanians who would no longer travel interstate because of the AFL games and enhanced entertainment options in Hobart at the stadium. There would be dedicated followers of the Devils who would travel to interstate AFL Devils games – and a high proportion of the Tasmanians who currently travel to the mainland for exclusive events would continue to do so. For this reason, the Panel has adopted a lower retained visitation ratio of 10 per cent, rather than the Proponent's assumption of 25 per cent for AFL games, and 20 per cent for other interstate events.

Average length of stay

(x) The Panel has adopted an estimate of 2.5 days, rather than 3.1 days, for the average length of stay of interstate visitors to events at the stadium. While visitors to Tasmania may stay longer initially, repeat visitors would increasingly stay for just the match, particularly AFL team followers, which forms the largest component of the visitation benefits. There is a significant difference in expenditure patterns between first-time and repeat attendees and between long haul and short haul

travellers The average length of stay for repeat visitors declines over time, as would be expected between first-time interstate visitors to Tasmania and subsequent visits for AFL games involving their team. It is noted in this context that the 2.5 days is an assumed average over the 30 years of operation of the stadium.

Labour and producer surplus

(y) For the purposes of this draft report, the Panel uses an estimate of 20 cents in every dollar of additional tourism expenditure as a net benefit to the State, whereas the Proponent assumes approximately 35 cents in every dollar. The Panel considers the Proponent's estimate to be excessive - particularly in the Tasmanian context where the current labour market slack for construction and related activities is low, and where a significant proportion of the producer surplus would likely accrue outside the State. The Panel justifies its estimate by referencing the approach recommended in the Infrastructure Australia's Guide to Economic Appraisal in relation to the estimation of labor surplus and producer surplus and notes that Dr Gruen uses a combined estimate of 10 cents for labour and producer surpluses.

Other benefits and costs

AFL industry value

(z) The AFL industry value estimated by the Proponent has been adjusted downwards to reflect the lower labor and producer surplus proportions used in the Panel's report.

Opportunity Cost of Land

(aa) The Panel has included the opportunity cost of land, as recommended in the Infrastructure Australia guidelines and as normally included in cost benefit analyses. The Panel has used the Tasmanian Valuer-General's 2024 estimate of the value of the land. To calculate the termination value, this cost has been escalated in real terms by 3 per cent per annum before discounting.

Marginal Cost of Public Funds

(bb) In addition to the public financing of its construction, the stadium is projected to operate at a cash loss. Other things being equal, the resulting higher State deficit would need to be funded, at some stage in the future, through increasing revenue (or reducing services). A measure of the efficiency loss on the economy of increased taxation is the marginal excess burden (MEB). The Panel has adopted a conservative rate of 10 per cent to reflect the MEB of land tax, being the major non-mobile tax base available to the State. The MEB for Commonwealth taxes, and other State taxes such as payroll tax, is closer to 20 per cent and Commonwealth transfers account for a substantial share of Tasmania's General Government revenue.

Operating Costs and Revenues

(cc) The Panel has taken the approach of separating both the revenues and the operating costs of the stadium, rather than adopting the Proponent's net subsidy figure. The Panel's estimates for the individual line items are consistent with the information submitted by KPMG through the Proponent, with revenues based on the modelling of individual line items undertaken by Dr Gruen and Lateral Economics. The Panel has included estimated revenue from the below-ground car park as explained above.

Use and Non-use value

(dd) Use value is the consumer surplus associated with the events consumers attend. It is the difference between what they pay and what they would be willing to pay. It effectively represents the extra utility they enjoy through attending the events, over and above their cost of attendance.

(ee) Non-use value is effectively the value of the utility Hobart residents enjoy even if they do not attend the events and games, and includes such things as civic pride in the stadium and pride in the team.

(ff) At this stage, for both use and non-use value, the Panel has adopted the estimates made by KPMG and used by the Proponent in its report.

Health and productivity

(gg) For the purposes of the draft IAR, the Proponent's estimates of the health and productivity benefits have been adopted.

(hh) However, the Panel considers the estimates are likely to be optimistic. The Proponent assumes 37 per cent of the additional people playing AFL by 2030 would otherwise have remained inactive, based on Ausplay data on the percentage of people playing AFL who only play AFL. Dr Gruen assumes 20 per cent, on the assumption that the Proponent's allowance is too high as it is unknown how many in this group would play another sport entirely if they did not play AFL.

Terminal Values

(ii) Terminal capital values have been increased to reflect the higher capital expenditure estimates used in this draft report.

Risks

Construction timeline

(jj) Construction delays represent a significant risk through potentially higher costs and AFL penalties under the agreement with the State Government. To the extent there are delays, construction costs would be adversely impacted and, potentially, penalties applied.

Credit rating Downgrade

(kk) The additional debt the State would take on to build the Project and to fund its operating losses may trigger a credit rating downgrade. The Panel calculates that by the end of 10 years of operation the additional debt due entirely to the Project build would be approximately $1.86 billion (see section 1.3 ‘Financial impact’ below). As it is a subjective judgement as to whether the extra Project debt would trigger a credit downgrade, the Panel has not included an allowance for it at this stage. To the extent there is a credit downgrade, this would impact on the cost of all State debt over time, and the Project’s BCR would be lower than estimated in Table 1.1.1. In his pessimistic scenario, Dr Gruen includes a negative cost of $31 million for the impact of a credit downgrade.

Treatment of the Commonwealth funds under the Inter-Government Agreement

(ll) The Proponent’s report assumes the Commonwealth funds of $240 million would be fully available and applied to the core cost of the stadium, without return expenditure obligations on the State. The Commonwealth funding agreement provides for the funds to be applied to the redevelopment of Macquarie Point but does not reference the stadium itself. In return for the funds, the State is obligated to meet certain milestones which have expenditure implications. The Panel’s preliminary view is to include the $240 million, without including the cost of any expenditure obligations on the part of the State.

AFL Funding

(mm) While it is understood that there is no written agreement in place, the Proponent assumes the AFL would contribute $350 million over 10 years to football in Tasmania. This represents a substantial benefit in the CBA and to the extent it is not provided, the BCR would be lower than estimated.

Intangible costs

(nn) The Panel has made no allowance for negative social impacts from building and operating a stadium at Macquarie Point, such as noise, dust, visual disamenity, transport disruption and traffic congestion, as it has no basis for estimating these at this stage. To the extent they are significant, the BCR for the Project would be lower than shown in Table 1.1.1.

(oo) The Proponent did not include an estimate of these costs in its central case, whereas Dr Gruen has included an estimate of $9.1 million for these costs in his central case and $45.5 million in his pessimistic case.

Pessimistic and Optimistic Scenarios

(pp) Table 1.1.4 compares the results of 'optimistic' and 'pessimistic' scenarios derived by the Panel, with the ranges estimated by the Proponent and Dr Gruen. The scenarios were generated by making the following changes to the key central case assumptions:

- 'Core' capital expenditure (ie on the stadium only, not the required precinct works), is set 10 per cent higher in the pessimistic case and 10 per cent lower in the optimistic case
- Labour and Producer Surplus is set at a total of 10 per cent in the pessimistic case and 30 per cent in the optimistic case
- average length of stay for visitors is set at 2 days in the pessimistic case and 3 days in the optimistic case
- 'Health and Productivity' in the pessimistic case is assumed to be 20 per cent lower than in the central case; and
- all attendances (ie crowd sizes) assumed in the central case are reduced by 15 per cent in the pessimistic case and increased by 15 per cent in the optimistic case.

(qq) The estimates in Table 1.1.4 show that under this range of (plausible) variations to key assumptions, the BCR is significantly below 1, except in the case of the Proponent's optimistic scenario. The main reason for this is that the Proponent's optimistic scenario includes a 20 per cent downward variation in the costs of building the stadium compared to its initial estimate of $729.4 million. As noted above, this core construction estimate does not include all the costs associated with the works needed for the stadium's operations. In the Proponent's optimistic case, this results in an assumption that the stadium and all the required supporting works could be built for $463 million in net present value terms. The Panel does not consider this to be plausible.

(rr) The Panel has also modelled the impact of removing three significant items from the cost side of the CBA – the adjustment for the loss of revenue at Bellerive stadium from the loss of existing AFL games, the removal of an allowance for the marginal cost of the use of public funds, and the allowance for the opportunity cost of land. This improves the central-case BCR marginally from 0.53 to 0.57.

Table 1.1.4 Pessimistic and optimistic scenarios - Net present value 2024 to 2058

ITEM	Proponent Pessimistic	Proponent Optimistic	Gruen Pessimistic	Gruen Optimistic	Panel Pessimistic	Panel Optimistic
COSTS						
Capital costs (core stadium)	694.7	463.2	682.7	562.6	718.7	588.0
Capital costs (stadium related)	0	0	57.6	57.6	132.7	108.5
Capital costs (precinct and preliminary)	0	0	123.4	123.4	204.3	167.2
Opportunity cost of land	0	0	311.2	49	32.6	32.6
Lifecycle costs	0	0	78.4	67.5	73.1	73.1
Operating costs	71.4	53.3	135.9	135.9	135.9	135.9
Event attraction costs	14	14	70.8	70.8	70.8	70.8
Government subsidy to Devils	98.6	0	91.1	91.1	98.6	98.6
Marginal cost of public funds	0	0	94.7	78.1	43.4	43.4
Credit rating downgrade	0	0	30.8	0	0.0	0.0
Visual disamenity/externality	0	0	45.5	9.1	0.0	0.0
TOTAL COSTS	**878.7**	**629.1**	**1722.1**	**1245.1**	**1510.1**	**1318.2**
BENEFITS						
Increased visitation sports and cultural	124.6	289	10.1	50.4	19.4	114.7
(less offset loss of Bellerive games)	0	0	-4.2	0	-10.5	-10.5
Increased visitation - business events	10	16.3	2.2	8.7	1.8	7.4
Increased visitation - operators	1.2	1.7	0.3	1.4	0.2	0.8

ITEM	Proponent Pessimistic	Proponent Optimistic	Gruen Pessimistic	Gruen Optimistic	Panel Pessimistic	Panel Optimistic
Increased visitation - cruise ships	0	0	0	4.2	0.0	4.2
Retained visitation	68.3	153.8	12.9	51.5	26.3	78.9
(less offset to retained visitation from less travel	0	0	-1.3	0	-1.3	0.0
TasPorts add. net revenue from cruise ships	0	0	0	1	0.0	1.0
Use value	13.7	20.5	17.5	26.2	17.5	26.2
AFL industry	88	88	12.3	49.2	24.6	73.7
Terminal value	25.8	61.4	104.1	89.7	115.8	94.8
Land value at end of 2030	0	0	82	12.9	8.6	8.6
Non-use value	20.3	20.3	15.8	23.7	20.3	20.3
Health and productivity	29.1	35.9	8.1	29.9	23.9	29.9
Stadium revenue tickets			0	0	10.0	15.0
Stadium revenue venue hire			10	15	13.1	19.6
Stadium revenue food and beverages			13.1	19.6	67.5	101.2
Stadium revenue LED Ribbon Board Advertising			67.5	101.2	5.1	7.6
Stadium revenue functions			5.1	7.6	4.5	6.8
Stadium revenue membership and other			37.4	56.2	37.4	56.2
Car Park revenue			0	0	24.2	36.2

ITEM	Proponent Pessimistic	Proponent Optimistic	Gruen Pessimistic	Gruen Optimistic	Panel Pessimistic	Panel Optimistic
AFL contribution to stadium (a)	0		11.5	11.5	13.1	13.1
Commonwealth contribution to stadium (a)			183.6	183.6	196.5	196.5
TOTAL BENEFITS	**381.0**	**686.9**	**588.0**	**743.5**	**617.8**	**902.0**
Benefit cost ratio	**0.43**	**1.09**	**0.34**	**0.60**	**0.41**	**0.68**

Discount rates

(ss) The outcomes of cost-benefit studies are sensitive to the assumed real discount rate used to bring future costs and benefits back to present day values. A lower discount rate results in longer-term benefits (and costs) being assigned higher effective values in the calculation of present values, whereas a higher discount rate results in lower effective values being assigned to longer-term benefits and costs.

(tt) Table 1.1.5 compares the Panel's net present value estimates for benefits and costs under 4 per cent, 7 per cent and 10 per cent real discount rates. Under all three discount rates, the BCR is less than one.

Table 1.1.5 Discount Rate Sensitivity

Real Discount Rate	4%	7%	10%
Discounted Costs ($millions)	1,705	1,414	1209
Discounted Benefits ($millions)	1,054	745	566
Net benefits ($ millions)	-651	-669	-642
Benefit-Cost Ratio	0.62	0.53	0.47

1.2 Economic Impact

(a) In addition to the CBA, the Proponent submitted an analysis of the broad impact of the stadium on the Tasmanian economy, using a computable general equilibrium (CGE) model developed by KPMG, which divides the economic effects of the stadium into its construction phase and its operation phase.

(b) In summary, the model shows that in the construction phase under the central case there would be between 1,510 and 3,299 FTE jobs and an increase in real income per capita of between $175 and $271, from an assumed investment of $715.9 million. The lower bound estimate reflects a slack labour market assumption while the upper bound reflects a tight labour market.

(c) In the operation phase under the central case, KPMG estimates there would be between 203 and 238 FTEs on an ongoing basis. The difference between the lower bound and upper bound estimates depends on whether the AFL would provide the $350 million over 10 years for AFL football in Tasmania, as assumed in the Proponent's central case.

(d) The Panel considers that the construction and operation of the Project would not generate a net economic benefit for Tasmania compared to an alternative public investment of the same financial magnitude. While KPMG's economic modelling methodology is sound, as noted in Infrastructure Australia's Guide to Economic Appraisal, CGE models do not measure changes in economic welfare but rather provide additional details specifically on economic indicators such as employment or

income (see Attachment D). That is, the results of the economic analysis are not additive to the CBA outcomes – rather, the economic modelling simply provides more detail on the nature of the economic benefits measured in the CBA.

(e) The PoSS Guidelines for the Project required a comparison of the economic impact of the Project with that of an alternative investment utilising a similar value of public funds. The reason for this is that any sizeable public expenditure would have a significant economic impact, and the relevant question is whether and by how much an investment in the Project would provide an additional economic stimulus compared to an alternative application of these funds.

(f) The Proponent did not provide an estimate for an alternative investment. In the absence of a comparative assessment of public investment, it is reasonable to assume that expenditure on the construction of a stadium would have a similar economic impact on Tasmania, to constructing other public assets such as schools, hospitals, and roads, with the main determinant of any difference being the extent to which local labour and materials are used versus imported materials and labour. During the operation phase of the stadium the marginal increases in output, employment and income are low for the level of public investment proposed.

(g) These economic impacts would be higher if the stadium operated profitably and delivered a return on investment, which is not the case.

1.3 Financial Impact

(a) Under the PoSS Guidelines, the Panel sought information from the Proponent to enable it to understand the impact on the State's financial position of building and operating the Project. The Proponent provided information on the direct costs and revenues of the stadium's operations, and projections of debt and deficits in the State public sector entities. Unlike the CBA and economic impact analyses, this financial modelling did not account for the loss in revenue to other stadiums and venues that currently host events that would be subsequently hosted at Macquarie Point if the Project is completed.

(b) The Panel has adjusted for this and other factors in order to compare 'with-stadium' and 'without-stadium' states of the world with respect to the State's financial position.

(c) The Panel's model uses the same base assumptions as used by the Proponent, with the following exceptions:

- the capital expenditure includes all the items included in table 1.1.3 above, consistent with the Panel's CBA central case; and
- the stadium's estimated revenues are reduced to the extent to which they already accrue to other venues and stadiums which currently host events that the Proponent assumes would be transferred to Macquarie Point. This is consistent with the

treatment by the Proponent, the Panel and Dr Gruen in their respective CBAs.

(d) To construct the Project would require the State to borrow, or otherwise finance, the difference between the required capital cost (including capitalised interest during construction) and the assumed 'free' external funding contributions from the Commonwealth ($240 million) and the AFL ($15 million).

(e) As the Proponent's report shows, the stadium would generate an ongoing cash deficit from its operations. Whichever way the Government chooses to finance it, the effective cost of this finance would be no less than the interest rate at which the State can borrow money. The State's current credit rating with the implicit support of the Commonwealth, means that a private sector investor, either through direct share or through a construction and management arrangement such as a public-private partnership, would require a return greater than the State's borrowing rate.

(f) The Panel finds that the construction of the Project would add approximately $992 million to Tasmanian Total State Sector Net Debt. Once operating, the State would need to fund additional debt servicing costs of approximately $75 million per annum on average. The State's annual cash deficit would be higher on average by approximately $87 million over the first 10 years of the stadium's operations.

(g) These debt and deficit numbers would increase over time because of the compounding impact of interest costs on the increasing levels of debt. After 10 years of operation, it is estimated the State would have an additional $1.86 billion in debt, compared to the situation if the Project was not built.

(h) The key drivers of these results are the unfunded capital cost of the Project and its enabling works, the interest during construction, the servicing of the Project loan from the stadium's commissioning date and the annual operating cash deficits, which would need to be borrowed each year.

2.0 Social and community issues

Summary

This topic addresses the Project's potential impact on health, wellbeing and sense of community for Tasmanians. The topic also considers sport diplomacy outcomes, which relate to building a sense of national or state identity and pride, and international reputation.

Other sections of the draft IAR specifically address a range of other social effects, such as those arising from environmental impacts, economic effects, pedestrian and public transport impacts, and effects on visual and cultural values of importance to the community. These specific issues are not discussed in this section.

Overall, the Panel finds that the project has some potential positive effects in relation to health, community engagement, and sports diplomacy. However, sustained investment would be required, and it is noted that some benefits may arise independently of the development of the Project. The Project's positive social and cultural effects rely primarily on the establishment of the Devils teams and their entry into the AFL/AFLW, and associated investments into the sport ecosystem, rather than the physical establishment of a stadium. The Panel notes that while there may be some positive social and economic impacts in state/city branding, and tourism and trade, achieving these positive impacts would require ongoing Tasmanian Government funding in order to attract high-quality events, and these benefits are not solely dependent on the stadium.

2.1 Sense of Community

Panel findings

(a) The Proponent's reports and assessment within both the Cost Benefit Analysis and the Social Cultural Analysis of positive outcomes and impacts for the community rely predominantly on the establishment of the Devils teams and the entry of these teams into the AFL/W rather than the physical infrastructure of the stadium itself.

(b) Tasmania wide community outcomes and the various social impacts (civic pride, community cohesion and subjective wellbeing) are primarily related to having Tasmanian based and branded AFL teams, seen to be representing the state and people of Tasmania, in the national code. The stadium is a means of enabling this community / social outcome to be achieved. The Panel considers there would be substantially less positive community impact if the stadium were to be built without these teams.

(c) The Panel considers that there is some limited potential for the stadium itself to enhance a sense of community as a result of local and Tasmanian residents' attendance at sports and cultural events. However:

- any positive impacts have some dependency on the surrounding infrastructure to facilitate informal gatherings and activities; and
- there is limited potential for this positive sense of community related to the stadium to be realised for those in the Tasmanian population who do not attend events at the stadium.

(d) The quality and shared use of open spaces by the public also have the potential to engender a sense of community and to improve community wellbeing. The opportunity to realise this outcome was recognised in previous master plans for the site; however, the size and scale of the stadium have reduced the scope for this. An opportunity exists for Aboriginal communities to express their values and culture throughout all of the public space available.

(e) The Panel considers that there is significant potential for a negative impact of the stadium on the existing territorial sense of community for local residents in:

- the surrounding area, due to the significant change to their local area and increased foot and vehicle traffic through the area; and
- Hobart more broadly due to the significant visual change in the landscape.

(f) The Panel considers that there is evidence of a potential positive impact on the sense of community due to the establishment of Tasmanian AFL teams. This sense of community would result regardless of the home stadium of these teams.

Context

A sense of community can be best understood as a feeling that members have of belonging, a feeling that members matter to one another and to the group, and a shared faith that members' needs would be met through commitment to be together which can be applied equally to territorial communities (e.g. neighbourhoods) and to relational communities (e.g. professionals, fans). This definition has been used to discuss both the stadium (territorial community) and the formation of the AFL/W teams (relational community).

Stadiums provide a space and place for communities to come together to experience shared liminal moments. This liminal space - the sport or cultural event - represents a tangible and intangible arena into which people escape temporarily.

There is evidence of a strong and enduring sense of community for sport club members and fans.

Key relevant research includes:

- McMillan, D. W, & Chavis, D. M.(1986). Sense of community: A definition and theory. Journal of Community Psychology, 14(1), 6-23
- Garlick, A., Ali, N. (2020). Liminality and Event Design: Liminal Space Design for Sport Events. In: Lamond, I., Moss, J. (eds) Liminality and Critical Event Studies. Palgrave Macmillan, Cham; and
- Mastromartino, B., Wang, J. J., Suggs, D. W., Hollenbeck, C. R., & Zhang, J. J. (2022). Dimensions of sense of membership in a sport fan community: Factors, outcomes, and social capital implications. Communication & Sport, 10(6), 1229-1256.

2.2 Health and Wellbeing

Panel findings

(a) The Proponent's reports and assessment of positive outcomes and impacts for health and wellbeing articulated in both the Cost Benefit Analysis and the Social Cultural Analysis reports rely predominantly on the establishment of the Devils teams, the entry of these teams into the AFL/W, and associated investment into the sport ecosystem for AFL participation, rather than the physical infrastructure of the stadium itself or its associated events.

(b) The Proponent's Cost Benefit Analysis and the Social Cultural Analysis reports note that the AFL has committed to an increased investment into Tasmania for the development of community football across age groups, genders, and into elite pathways. The Social and Cultural Analysis presented by the Proponent assumes no business-as-usual maintenance or increase in financial support for participation or talent in Tasmania by the AFL as the national governing body.

(c) The Panel considers that there is some limited potential for the additional investment of the AFL into the Tasmanian sport ecosystem to enhance the physical and mental health of the Tasmanian community; however, these benefits cannot be attributed directly to the stadium itself.

(d) The Panel notes that following the introduction of Tasmanian teams, the AFL intends to provide additional funding for participation and engagement growth strategies, particularly in youth and women's programs.

(e) The Proponent has identified in its Social Cultural Analysis report positive impacts on social wellbeing via two primary mechanisms: 1) improved certainty of events and attendance, and 2) increased social connection and community building.

(f) The Proponent claims most strongly in its Social Cultural Analysis report that there would be positive impacts on subjective well-being via association with watching team sport and sports fandom.

(g) The Panel considers that there is little to no empirical evidence that a stadium and the events it hosts lead to increases in sport participation or associated physical and mental health benefits.

(h) The Panel considers that there is some evidence of a potential positive impact on the sense of community and associated sense of well-being due to the establishment of Tasmanian AFL teams and their associated member and fan engagement and communities. The Panel considers that these would be realised regardless of a stadium being built, although the Panel notes that the establishment of these teams is contingent on the stadium being built under the terms of the current agreement with the AFL.

Context

Although there are clear health benefits arising for many through participation in sport, the health benefits presented by the Proponent in the above-mentioned reports with regard to increased participation in AFL are arguably overstated. The benefits presented by the Proponent are built on the premise that the proposed increase in AFL participation through the additional AFL investment into the Tasmanian sport system is through an increase in those who were previously undertaking no physical activity.

There is very limited evidence of a positive trickle-down or inspiration effect from watching elite sport at a stadium to greater participation in sports. Multiple research articles from 2002-2021 across the globe found that there is no evidence supporting the concept that elite sport increases physical activity or sports participation in the general population.

Equally, there is little to no research evidence of stadiums and their associated major events increasing grass roots participation or physical activity health outcomes.

As noted earlier in Section 2.1 Sense of community, there is some evidence of there being an enhanced sense of community associated with attending events in the stadiums.

There is some evidence of a contribution to subjective well-being for sport fans, but this is largely connected to club membership and team fandom, rather than attributable to a stadium per se. As such, these impacts on social wellbeing are just as likely to occur in other settings (e.g. watching a game at the pub with friends) and via online fan communities, as they are in-person in the stadium itself.

Most relevant is that due to the capacity limitations of any stadium, the community-level benefit of fan/team engagement is a substantially greater number of Devils fans more broadly watching and engaging in non-stadium settings, than those attending in person at a game in the stadium.

Key relevant research includes:

- Lion, A., Vuillemin, A., Léon, F., Delagardelle, C., & van Hoye, A. (2023). Effect of Elite Sport on Physical Activity Practice in the General Population: A Systematic Review. Journal of Physical Activity and Health, 20(1), 77-93
- Weed M. How will we know if the London 2012 Olympics and Paralympics benefit health?

- Weed, M. (2017). Are the Olympics good for your health? Physical activity, sports participation and health before, during and after London 2012. London 2012 and the Post-Olympics City: A Hollow Legacy?, 313-338
- Pfitzner, R., Koenigstorfer, J. Quality of life of residents living in a city hosting mega-sport events: a longitudinal study. BMC Public Health 16, 1102 (2016)
- Yoshida, M, Biscaia, R, Uhrich, S, Gordon, BS, Huettermann, M & Nakazawa, M 2024, 'Fan Engagement Behavior: Validation of a Theory-Based Scale', Journal of Sport Management, vol. 38, no. 2, 133-150
- Inoue, Y., Wann, D. L., Lock, D., Sato, M., Moore, C., & Funk, D. C. (2020). Enhancing Older Adults' Sense of Belonging and Subjective Well-Being Through Sport Game Attendance, Team Identification, and Emotional Support. Journal of Aging and Health, 32(7-8), 530-542
- Inoue, Y., Sato, M., Filo, K., Du, J., & Funk, D. C. (2017). Sport Spectatorship and Life Satisfaction: A Multicountry Investigation. Journal of Sport Management, 31(4), 419-432
- Su, Y., Du, J., Biscaia, R., & Inoue, Y. (2021). We are in this together: sport brand involvement and fans' well-being. European Sport Management Quarterly, 22(1), 92–119
- Kumai, T., Yoshida, M., Inoue, Y., Gordon, B. S., & Biscaia, R. (2024). A multidimensional scale for assessing sport fan well-being: an examination in the context of professional baseball. Managing Sport and Leisure, 1-17; and
- Inoue, Y., Sato, M., & Filo, K. (2020). Transformative sport service research: Linking sport services with well-being. Journal of Sport Management, 34(4), 285-290.

2.3 Sport diplomacy outcomes

Panel findings

(a) The Proponent notes within both its Cost Benefit Analysis and its Social Cultural Analysis reports that the stadium could increase brand recognition and profile for the city or state, and argues that the proposed stadium and its associated events would contribute to the sense of civic pride more explicitly by ensuring that the precinct "should be an expression of the Tasmanian brand" (Mac Point Precinct Plan).

One of the core aims of Brand Tasmania is for the word 'Tasmanian' to carry the meaning of "the quiet pursuit of the extraordinary" (Brand Tasmania Strategic Plan).

(b) The Panel considers that it is reasonable to expect that there may be some limited or localised sense of pride around having a stadium that could host events that would not necessarily come to Hobart or Tasmania otherwise.

(c) The Proponent claims within both the Cost Benefit Analysis and the Social Cultural Analysis reports that the building of the stadium, and the

subsequent increase in the number and quality of events, would result in increased tourism and trade to Tasmania.

(d) The Panel considers that there is some potential to realise positive impacts of sport diplomacy outcomes – such as state/city branding and reputation, tourism and trade - from the hosting of more and higher quality events in Hobart and Tasmania. However:

- the Proponent's reports recognise that additional and ongoing Tasmanian Government funding for event attraction would be required to win event bids and to support related trade and business activities; and
- these benefits cannot be solely attributed directly to the proposed stadium, as some are or could be realised via existing infrastructure.

Context

Built infrastructure such as stadiums and the events they attract have often been used by nations and states in seeking to build a sense of national/state identity and pride. An additional sport diplomacy outcome related to this sense of civic pride is using sporting events to create an identity for the nation, state or city to build and enhance its reputation with others.

There are demonstrated tourism and trade benefits from hosting sporting and cultural events and using events hosted at stadiums to showcase the host city and state. However, for these benefits to be realised, any sport infrastructure development needs to ensure that the surrounding public infrastructure supports these aims, and its use is supported by active programming.

Key relevant research includes:

- Abdi, K., Fullerton, J., Deheshti, M., Kavand, R., Monibi, H., & Talebpour, M. (2022). Identifying the conceivable diplomatic outcomes of Sport Diplomacy initiatives. International Area Studies Review, 25(4), 322-337; and
- Ziakas, V. (2023). Leveraging sport events for tourism development: The event portfolio perspective. Journal of Global Sport Management, 8(1), 43-72.

3.0 Urban form planning

Summary

This topic assesses the Project's visual impact on the landscape in its broadest sense and the Project's consistency with the well-established strategic planning principles in Sullivans Cove and Hobart city.

Landscape and visual effects are closely interrelated with the effects on the built form of the area. These are also interrelated with heritage and community values, which are addressed in topic 4.0 Historic cultural heritage and community values effects.

Overall, the Panel finds that it is unlikely that any stadium development within Sullivans Cove could comply with the established planning principles for the area, regardless of design details. The Panel considers that the size of the stadium is disproportionate to Hobart's small scale and would be contrary to Hobart's visual values which consist of natural topography, established built form, and urban detail and expression. These visual values are an important aspect of the Tasmanian tourism economy and form an important part of Hobart’s visual identity and sense of place.

3.1 Urban form of Sullivans Cove and Hobart city

Panel findings

(a) The Panel considers that the proposed stadium form contradicts several key strategic planning principles and strategies for Sullivans Cove and central Hobart. The Panel notes that the strategic urban design principles for Sullivans Cove are well-established and specific, and remain relevant as guidance to the continued development of the area.

(b) The Sullivans Cove Planning Review 1991 (the Planning Review) is a key strategy that establishes the foundational development principles for the area, derived from the landscape character and history of the area.

Natural amphitheatre

(c) A primary principle for development in the area is to respect and reflect the natural ‘amphitheatre’, meaning the natural layered form of the landscape from the mountain and its foothills to the flat water and wharf areas of Sullivans Cove.

(d) Key relevant principles of the Planning Review relating to the natural amphitheatre are:

- the importance of the Setting shall be maintained to emphasise the Cove as the centre of ‘the Amphitheatre’
- to highlight the natural rise (variously expressed as shelf, quarry face, retaining wall or steep slope) between the floor of the Cove and neighbouring districts; and

- to create a stepped structure for building height which represents the low building edge to the Cove and rises to the respect the grander scale (of scape and buildings) of Macquarie Street with its topographical position along the crest of a ridge.

(e) The Panel considers that the stadium's form does not respect the natural layered landform of Hobart between Kunanyi/Mount Wellington and Timtumili Minanya/River Derwent, with the Cove as the centre of the amphitheatre.

(f) The Panel considers that the stadium's form would not emphasise or expose 'the fall' between the city and the Cove, as it obscures the intended form of the natural headland of the Cenotaph.

(g) Recent strategic planning for the central Hobart city area further reinforces the amphitheatre principles of the Planning Review. The Central Hobart Plan (a plan for the development of the central city blocks of Hobart) encourages buildings with greater heights to be sited in the topographically lower 'basin' area of the city, with a reduction in scale towards the Queens Domain, the Domain Headlands (Cenotaph), Battery Point headland and the natural rise to the Barracks. The Panel considers that the stadium's form would be contrary to these strategic principles.

Scale

(h) Key relevant principles of the Planning Review relating to scale are:

- to control building bulk such that no single building dominates a street to the detriment of its neighbours or the street space, by virtue of its mass and repetition of its facades; and
- land use which require very large, undifferentiated floor areas and dictate high and bulky buildings shall be excluded from certain areas of Sullivans Cove.

(i) The Panel notes that the guiding approach inherent in planning principles to date is that new buildings should not be out of scale with the surrounding buildings, not be individually prominent or bulky, and should respect the prevailing scale and character of Sullivans Cove. In addition, the Panel notes that buildings and land uses requiring large single-purpose floor areas should be excluded from sensitive areas, and smaller-scale building elements ought to be encouraged. The stadium building, due to its exceptional scale and bulk, would not be capable of meeting these objectives.

(j) The Panel considers it is conceivable that a single use building with a larger footprint than the prevailing urban fabric could be acceptable on the site. However, this would only be on the basis that its scale is not overly disproportionate, and its prominence and bulk could be reduced and softened through the design of the surrounding areas to act as a buffer and enable separation, screening, and transition between it and the surrounding context. The Panel notes the proposed stadium building would be highly disproportionate in scale and there is inadequate remaining space on the site to accommodate design

treatments that could achieve any meaningful buffer, transitioning or softening of its form.

(k) The Panel considers that the stadium's height, combined with the bulk associated with its footprint, would be incompatible with established planning principles aiming to maintain a landscape-informed built form for Hobart. Its scale would also exacerbate negative aspects of its form.

(l) The Panel notes that the formation of new planning measures to protect the landscape and heritage-informed built form of Hobart has largely arisen in reaction to the development of large and out of context buildings that do not respect Hobart's landscape and existing built form.

Building alignment

(m) Key relevant principles of the Planning Review relating to building alignment are:

- all buildings shall provide active street frontages
- to strengthen the spatial form of the Radiating Streets primarily by repair of the gaps in the street edges
- new buildings about the Main Space and along the Radiating Streets are to be built to the street line and occupy the full widths of the street frontages. (The only exception might be a building with a small set-back behind a plinth and railing); and
- new buildings about the Main Space and along the Radiating Streets are to be clearly orientated to the street: that is, they must display their main frontages and entrances to the street and have clearly differentiated fronts, backs, and sides.

(n) While buildings in the 'main space' of the Cove floor should be free-standing with an all-round orientation to the surrounding space, buildings in other areas of the Cove generally ought to be built with a hard edge to the street line providing an active frontage.

(o) Evans Street is identified by the Planning Review as a street that should have buildings with active frontages forming a street edge. The Panel considers that the form of the stadium, which is free-standing, would not align with the street and would not meaningfully directly address the street with active frontages. It does not meet the intended building form in the area.

(p) The Panel considers that while some deviation from a continuous built edge to Evans Street could be acceptable, the interface with Evans Street should still meet the general intent of the planning principles. The stadium proposes minimal, constrained potential for a street-defining and activated interface along Evans Street that the Panel considers would not meet the planning principles.

History of form and use

(q) The Planning Review considers heritage to be a guiding design principle for Sullivans Cove, and it acknowledges both the cultural and

economic value of the Cove's enduring authenticity and uniqueness. Heritage value encompasses more than just heritage buildings; it also lies in the natural landforms, spaces, patterns and traditional activities.

(r) The Panel considers that the materials and finishes of the stadium building would not authentically reflect the surrounding built context. The surrounding buildings in the waterfront precinct are typically not clad, noting their outward expression is integral with and reflects their structural material. Buildings related to the port and maritime history are generally utilitarian, and their practical function is expressed in their visual presentation.

(s) The Panel considers that the form of the stadium would not correspond with the surrounding urban forms and elements. The Panel notes that the surrounding buildings and urban elements are characterised by rectangular geometric forms. The stadium would present, by nature, an ambiguous form which does not reference, reflect or otherwise relate to the surrounding clear urban forms and elements. The Panel considers that the stadium would not be fine-grained or diverse in form, and would only be superficially so in expression and detail, with no relationship to the surrounding urban fabric.

(t) The Panel notes that a new building typology in this area might warrant such variation from the prevailing forms and materials of surrounding urban fabric, but considers that the disproportionate scale of the stadium building would exacerbate the discrepancies and proposed details would not mitigate them.

(u) The Panel considers that the indicative landscape treatments reflected in the Proponent's reports are diagrammatic and do not communicate a design solution that could create an authentic connection to the place. The proposed landscape is indicative only and the Panel considers it does not appear to respond to the place, history of use or surrounding elements, nor to the nature of its future use, other than for thoroughfare.

Context

Strategic planning principles for the development of Hobart, and in particular the Sullivans Cove area, have been developed over an extended period for specific reasons relating to the unique qualities of the landscape and historical pattern of development. These principles derive from people's understanding of the places, their history, and their meanings and associations. The values these planning principles seek to protect are an important aspect of the Tasmanian tourism economy, and form an important part of Hobart's sense of place.

Hobart City Council staff provided advice and comments related to the effects of the stadium as a part of the consultation process for preparation of the draft IAR.

Comments from Hobart City Council staff noted that the form of the stadium would be considered as an anomaly within the urban form of the city and some strategic planning work may need to be revisited if the stadium were to be built at Macquarie Point.

Key relevant materials include:

- The Sullivans Cove Planning Review 1991
- Hobart Waterfront Urban Design Framework 2004
- The Building Height Standards Review Project 2018; and
- Central Hobart Plan 2023.

3.2 Landscape and visual effects

Panel findings

(a) The stadium would have a significant footprint, height, and bulk, and would present as a single, uninterrupted form, as required by its use. The Panel considers that the size of the stadium would be disproportionate in the context of the small scale of Hobart. The Panel considers the location of the stadium is isolated from the majority of the city's taller buildings. This is at odds with the natural topography and established built-form pattern, and would exacerbate the perceived scale and visual impact of the stadium's scale in the landscape.

(b) The Panel finds that the built form of the stadium would present an overbearing appearance in the context of the existing built form of the area, which is heavily informed by its historical development, maritime associations, and surrounding landscape. The Panel considers the overbearing and individually prominent appearance of the stadium building will negatively impact people's spatial experience. This relates to the experience of people moving through the surrounding area, and to static views from public spaces and residential areas around the city.

(c) The Panel notes that the waterfront area and the Salamanca area are the primary pedestrian activity areas in Hobart. The Panel considers that the areas of higher pedestrian movement in the city coincide with the areas where the stadium would be highly visible. The Panel finds that this would have a significant impact on people's (both locals and tourists) visual amenity and experience of the place.

(d) The Panel considers that the proposed roof would increase the height and bulk of the stadium structure significantly, and would increase its visibility above and in contrast to other buildings and landscape features. The Panel considers that while the design of the roof overhang would reduce the apparent size of the vertical perimeter walls of the stadium in relation to the adjacent building heights, the roof would be a significant contributor to the overall bulk and visibility of the stadium. The Panel considers that any changes to the roof design that increase its bulk or height would further exacerbate the significant visual effects associated with the stadium.

(e) The Panel considers that the main illuminated naming signage attached to the stadium would have a significant visual impact on the surrounding landscape, and would exacerbate the dominating visual presence of the stadium.

(f) The Panel considers that the proposed design details are not sufficient to ameliorate the effects of the stadium's built form on the landscape and visual amenity. The Panel considers that due to the size, height and bulk of the building (which are required to facilitate its intended use), these effects cannot be satisfactorily ameliorated.

(g) The Panel considers that buildings do not achieve an 'iconic' status by virtue of being large and imposing. Rather, this is achieved by designs that are particularly unique, groundbreaking or innovative. The Panel considers that the form, design, materiality, and appearance of the stadium do not warrant it being considered as an iconic building, as is suggested by the Proponent (Appendix J, Page 61).

(h) The headland occupied by the Cenotaph is an important component in Hobart's wider landscape, and informs the built form response to the area. The Panel considers the bulk of the stadium immediately adjacent to this headland would distort the landscape morphology between the Domain Headlands (Cenotaph) and the Battery Point Headland, which should remain visually connected to each other. The visual prominence of these two headland areas reflects the original landscape topography of Hobart, contributing to the city's visual identity and forming a key sense of place element of the setting. Effects on the Cenotaph are considered in detail in section 4.1 of this draft IAR.

(i) The Panel considers that, while no details of a potential Collins Street pedestrian bridge have been provided, it is likely this infrastructure would significantly affect the urban environment. To meet requirements of the *Disability Discrimination Act 1992 (DDA)* ramps required to access such a pedestrian bridge would be long and bulky, exacerbating any visual impacts on the urban environment.

Context

The stadium's built form has interrelated effects on the expression of Hobart's urban form, the wider landscape, views, and heritage. These visual values are an important aspect of the Tasmanian tourism economy and form an important part of Hobart's sense of place.

Heritage Tasmania staff provided advice and comments related to the heritage setting of the surrounding area as a part of the consultation process for the preparation of the draft IAR, and concluded that the stadium would have significant visual impacts on the setting of some heritage places in the vicinity.

Key relevant materials include:

- The Sullivans Cove Planning Review 1991
- The Building Height Standards Review Project 2018; and
- Hobart 2010 - Public Spaces and Public Life - A City with People in Mind.

3.3 Project design

Panel Findings

(a) The Panel considers that the size and scale of the stadium would have a significant impact on the visual experience and spatial identity of Sullivans Cove. The stadium would present as dominant in distant and close views and would compete with the topography of the Queens Domain which, with Battery Point, frames the Cove.

(b) The Panel finds that the proposed interfaces with the Port area, Timtumili Minanya/Derwent River and the Queens Domain are all characterised by a lack of integration or connection. The Panel notes that the stadium does not integrate with these key areas to facilitate physical links or view lines that could reveal Timtumili Minanya/River Derwent to users of the site. The Panel considers that the connection with the Queens Domain treats the escarpment as an edge of the stadium, rather than an opportunity to connect and integrate the two spaces whether physically or more strongly visually. Similarly, in the southeast, the area labelled 'Complementary integrated mixed-use zone' would create a barrier preventing visual and/or physical permeability (ability to see through and easily move through space) and relationship with the port area and Timtumili Minanya/River Derwent.

(c) The Panel finds that the height, coarse grain and size of the stadium roof intrude on the identity of the place and the city. The roof would present as a single homogeneous form, both in the context of the city's scale and when seen nearby (see section 3.2 Landscape and visual effects of this draft IAR). The Panel notes that the plans and reports provide indicative information about the structure and materiality of the proposed roof. The roof design would require development and detailed resolution to provide certainty about the design outcome, which would be guided by structural engineering solutions to be integrated with architectural design. The Panel notes that this is an untried system at this scale, and design resolution may affect the overall height, appearance and performance of the roof, the final extent of which is therefore currently unknown.

(d) The Panel considers the stadium's built form footprint in the context of the size of the site means that the majority of the site's available space is occupied by the stadium structure and its associated elements. Due to lack of remaining space around the stadium structure, the Panel considers that activation of the public realm around the stadium would be difficult and would contribute to significant issues, including challenges to access and egress, comfortable pedestrian flows, and opportunities for rest and respite. The residual space and its limitations would not allow the creation of an activated, mixed-use precinct, and would minimise the potential to achieve a public realm area for enjoyment out of event mode. It also means there is very little scope to establish soft landscaping to support amenity and biodiversity.

(e) The Panel notes that the open areas at the south, east and north of the stadium structure are spatially constrained and would need to be

dedicated to pedestrian circulation. Therefore, there are extremely limited options for other public uses or activities in open spaces which could otherwise contribute as destinations or attractors for people to move through, and thereby socially activate the site outside of event mode (see section 6.1 Temporal use and activation of this draft IAR). These narrow open spaces lack connections to the surrounding areas, have poor visibility and indirect sightlines, and subsequently would have limited scope to provide commercially viable activated interfaces with the public realm. The Panel considers that this type of spatial arrangement would create a poor solution from a Crime Prevention Through Environmental Design (CPTED) perspective, meaning the areas are not likely to be, or cause people to feel that they are, safe places. They are not likely to be desirable or attractive places to visit outside of event mode.

(f) The majority of these places would be overshadowed for much of the time, which would further limit their attractiveness. The Panel notes that the wind analysis provided by the Proponent is of a high level and not tested. Wind effects can create a 'venturi effect', (wind tunnel), in narrow corridor-like thoroughfares. Wind impacts would be critical to understand for all public spaces, which are intended to be active and attractive spaces. This means wind levels need to be contained to levels suitable for sitting as well as walking.

(g) The Panel finds that the relocated Goods Shed is currently proposed to be accessible only during events or for dedicated functions, which is problematic in terms of its effects on the surrounding public space. The Panel considers that the relocation represents a poor design outcome due to its isolation from the activity associated with the Cove and the City, and the narrowness of the space north of the Goods Shed would have negative implications for pedestrian movement, visual accessibility, sightlines and CPTED outcomes.

(h) The Panel finds that the proposed location for cricket wickets is problematic as it creates a major barrier to pedestrian circulation and visibility and occupies a large amount of space that is generally not available to the public. Its location also narrows the space outside Gate 3, limiting pedestrian flows during busy times. The lack of design detail in the plans does not provide an understanding of the edge treatment and presentation of the cricket wicket area, and its impact on public space quality.

(i) The Panel acknowledges that a stadium would be a new, 'alien', form to some extent if inserted into any existing city context and that this has the potential to add new character and new layers of history and meaning to a city's life and identity. The Panel considers that, in this case, there is inadequate space at or around the site to mitigate the city-scale negative effects of visual bulk and homogeneity. In addition, the very limited remaining public space is inadequate to allow for new, positive contributions to history and meaning to evolve through use and enjoyment in and out of event mode, over time, at the pedestrian levels. The precinct is likely to be effectively inactive outside event mode.

(j) The Panel finds that the architecture and urban landscape, and their resolution and detail offer opportunities to mitigate the perceived size of the stadium structure to a limited extent, through a proposed mix of materials and some articulation of flanking façade elements. However, the Panel notes that these mitigation effects would not change the larger scale dominance of the stadium nor the spatial impacts due to its dominance on a constrained site, and may be only somewhat effective when the stadium is experienced at close range.

(k) The Panel finds that the Proponent's proposed stadium project lacks critical drawings, such as landscape plans with associated detail. This means that it is difficult to assess whether the presentation of large, unmitigated paved areas would be suitable for out-of-event mode recreation, respite or enjoyment.

(l) Overall, the Panel finds that while the proposed external architectural façade treatments offer a degree of variation and articulation, this is inadequate to mitigate the negative urban design impacts posed by the size and bulk of the stadium in the context of the site size and constraints. The Panel considers that, while more detailed landscape proposals might demonstrate improvements to localised public realm outcomes in areas around the structure, these could not mitigate the larger spatial impacts that flow from the stadium's size.

Context

The stadium's size, form and spatial impacts have interrelated effects on the surrounding townscape and streetscape due to the site's critical location, scale and interfaces with other important parts of the city.

The site provides a significant opportunity to create a vibrant, active, engaging precinct for Hobart's waterfront area that extends the experience, economic activity and identity of the city, while positively contributing to community public wellbeing.

The spatial arrangement of the key design elements, design details, view lines, shadowing, and sense of space would impact how people use space in and around the stadium site. These elements, along with adequately generous space to accommodate a range of public realm activities are necessary for a sense of safety, ease of access and use, and enjoyment, which all affect the desirability of places for people to visit.

3.4 Signage

Panel findings

(a) The Panel notes that the details provided on the proposed signs are limited, and the signage proposed is not presented as part of an integrated landscape solution. The Proponent's Signs Report (Appendix Z) includes generic information on good design and wayfinding practices for stadiums in an urban context with indicative locations and sizes for the main sign types. The Proponent's reports include elevations of some of the proposed signs.

(b) The stadium building is located at the entrance to the city and forms a key part of the sense of arrival in Hobart. Any large sign installed at this location would have a visual impact. The Panel considers that the corner location near Davey Street, Macquarie Street, Brooker Avenue and Tasman Highway, where one of the main naming signs is proposed to be located, has very high visual exposure, and details of the main naming signage should be considered carefully.

(c) The Panel considers that the main stadium naming signage would be prominent in the surrounding landscape, due to its scale, location and illumination, and that the presence of the large naming signage would exacerbate the visual impact of the stadium building (see section 3.2 Landscape and visual effects of this draft IAR).

(d) The plans provided by the Proponent indicate that the main naming signage for the stadium would be 20m long and 3m high. The Panel finds that the viewing distance for signs of this size would be significantly greater than the 50m indicated in the reports provided by the Proponent (see page 195, Annexure C, provided as further information on 17 February 2025).

(e) The Panel notes that the stadium building is located in an historical area, and considers that the large naming signs do not accord with the scale and details of adjacent and nearby heritage buildings. This adds to the effect of the stadium building dwarfing surrounding heritage buildings, including the Royal Engineers Building. The length of the proposed main sign is 20m, meaning that the length of the sign is either similar to or significantly greater than the height of the adjacent buildings, and does not reflect the prevailing urban form, grain and scale. The Panel notes that out-of-character signage can be an issue of significance to the community, and historically has been relatively tightly controlled in Hobart.

(f) The Panel notes that given the scale, height and visibility of the stadium building itself, the naming signage would have little to no value for users of the stadium from a way/place finding or activity/building identification perspective. From this perspective, the Panel considers the main naming signage is not a functionally necessary part of the Project. The Panel further notes that it is likely this signage would essentially represent third-party advertising (advertising a product or brand that is not associated with the function of the building, such as a 'billboard'). This type of signage has traditionally been tightly controlled

in Hobart, as signs are generally intended to indicate the purpose or contents of a building, rather than to promote unrelated commercial brand recognition. The Panel notes a naming sign with a direct connection to the place could result in a more meaningful outcome.

(g) The Panel considers that the proposed totem signs (free-standing tall sigs containing changing messaging and graphics) may have an impact on the surrounding environment as they are large and contribute to visual clutter; however, the main experience of those signs would be for people within the site, where their size is likely to be experienced in comparison to the significant bulk of the stadium building, potentially reducing their apparent size.

(h) The Panel finds that the gate signs are relatively small, and their visual representation includes a simple numerical message. The Panel considers that they would not have a significant impact on the surrounding buildings or landscape; however, their detail should be resolved and integrated with a landscape proposal.

(i) Overall, the Panel finds that the sign design should be integrated into the design of the stadium, the surrounding landscape and the sense of place. The signs should be responsive to the context of the surrounding area, rather than the building they are attached to. Their design, fabric and colour scheme should respond to the surrounding environment and its spatial arrangement, rather than project out of it. The Panel notes that signs in the Sullivans Cove area, in general, are reflective of the historical nature of the area and include minimalistic design with muted colours and simple messaging. The Panel considers that the preferred option should present LED signs for the main sign and the totem signs that can be turned off when the stadium is not in use.

Context

This section focuses on considering how the proposed signage and wayfinding strategy would be appropriate for the site and whether signs would have adverse visual impacts on the surrounding landscape. The signs would have a visual effect on Hobart's landscape.

Well-executed sign and wayfinding strategies that are integrated with landscape and architectural design provide safe, high-quality, and useable spaces and reduce anxiety and conflict. An appropriate sign and wayfinding strategy ensures that the proposed stadium and the surrounding area, including the surrounding road network, would operate efficiently and safely and would not adversely impact the surrounding urban environment and people using the urban environment.

4.0 Historic cultural heritage and community values

Summary

This topic addresses the effect the Project has on historic cultural heritage characteristics, and the significance of the buildings, structures, streetscapes, spaces and activities on the project site and adjacent area and the community values attached to them.

These effects are also interrelated with built form, project design, landscape and visual effects, which are addressed in topic 3.0 Urban Form Planning.

Aboriginal heritage and cultural values are specifically addressed in 5.0 Aboriginal heritage, and are not addressed under this topic.

Overall, the Panel finds that the Project would have significant negative effects on the values of places, buildings and activities of historic cultural heritage significance and community significance. The Panel considers that the scale of the stadium would dwarf historic heritage elements and diminish their presence, the story they tell of Hobart's historic development, and their prominence as physical landmarks in the landscape. These historic places and buildings hold value to the community and are an important aspect of the Tasmanian tourism economy.

4.1 Cenotaph

Panel findings

(a) The Cenotaph has significant value to the community as a place of commemoration for the sacrifice of life in war. It has a high degree of historic cultural heritage significance and is a prominent visual landmark in the city. The cultural significance of the Cenotaph is derived from a combination of its architecture, setting and location, the topography, and visibility of the landform on the edge of the city and adjacent to the river, its commemorative meaning and continued use and experience as a place of remembrance.

(b) The Panel considers that the built form of the stadium would have a significant detrimental effect on the visual amenity of the Cenotaph and the way it is understood and experienced. These are currently informed by its prominent, elevated headland position, sense of space and expansive views to and from its site. The Panel considers that the height, form, bulk and proximity of the stadium building would cause it to be highly intrusive and physically dominating against the Cenotaph monument and surrounding landscape, and would diminish the prominence and primacy of the monument. This would affect how users experience and understand the space.

(c) The Panel considers that both the proposed built form and the use of the stadium building would have a significant detrimental effect on the historical cultural heritage and community values of the Cenotaph.

The Panel considers the dominating physical presence of the proposed building, along with associated elements of its use such as noise,

lighting and patron activity to/from and within the site, would conflict with and diminish the Cenotaph's values, including:

- the reverential ambience and opportunity for quiet reflection and contemplation which are central to its role
- the visual primacy of the monument in its landscape (experienced in close proximity and from distant views towards it), which represents and signals the high value placed by the community on recognition of wartime service and sacrifice
- the aesthetic qualities of the place
- the associations of the place with a collective community sense of grief; and
- the associations of the place with its original designers and the design intent of the monument.

(d) The Panel considers that the stadium building would have significant effects on views both from and towards the Cenotaph, including:

- views between the Cenotaph and St George's Church in Battery Point
- views between the Cenotaph and the mouth of Timtumili Minanya/River Derwent; and
- views between the Cenotaph and Sullivans Cove and surrounds, including glimpsed views towards the Cenotaph from well-frequented public areas on the Cove floor and from surrounding areas such as Sandy Bay.

The Panel considers the impacts on view lines would negatively affect the cultural significance of the place, as well as the status of the monument as a prominent visual indicator that serves both as a physical landmark and as a visual reminder of its commemorative importance and purpose.

(e) The Panel does not consider that these effects on the Cenotaph, arising from the scale, height, form, bulk, use and proximity of the stadium building, could be resolved by design details applied to the proposed stadium building or by the scheduling of stadium events to avoid specific ceremonial activities at the Cenotaph.

Context

The Cenotaph, Anzac Parade and Queens Battery area are heritage listed at a local level in the *Sullivans Cove Planning Scheme 1997* and at a state level in the Tasmanian Heritage Register.

The Cenotaph is an important landmark which holds historical cultural heritage and community values and provides a place for a collective community sense of commemoration. Its visual values derive from its visual primacy in the landscape experienced via close and distant views and the aesthetic qualities of the place.

Heritage Tasmania staff provided advice and comments related to the Cenotaph as part of the consultation process for the preparation of the draft IAR.

Comments from Heritage Tasmania noted that the Cenotaph would be heavily impacted by the proposal and its social and landmark qualities would be greatly diminished.

Key relevant materials include:

- Tasmanian Heritage Register datasheets
- The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013; and
- Queens Domain Cultural Heritage Management Plan, 2002.

4.2 Regatta grounds/Lower Domain precinct

Panel findings

(a) The northern access road is essential infrastructure for the project, and while no detailed design has been provided, it would necessarily include:
    - significant width to ensure adequate access and passing/stopping bays for large vehicles
    - grade separated pedestrian/cycling infrastructure to provide safe access to Regatta Point
    - grade separated pedestrian/cycling infrastructure to safely connect the Intercity Cycleway
    - vehicular access to Regatta Point; and
    - works to the Tasman Highway to allow for large vehicle access and egress.

(b) The northern access road would be located in the southern Domain area, which has historic cultural landscape significance due to features such as:
    - its intrinsic value as a large area of cleared natural space, with a unique evolved history of use
    - its history as Hobart's 'commons', a meeting place for all people

- its sense of openness and wide panoramic and prospect views outwards in all directions, lending a spacious quality rare in capital cities; and
- historic sites and features relating to the historical uses and functions.

(c) The Panel considers that the northern access road and associated infrastructure would have significant effects on the values of the area, due to:

- further severing and fragmenting areas of the Domain, which were historically contiguous, from each other
- further severing the Domain from the waterfront
- affecting the associations and meanings related to the place being an open meeting place or 'commons'
- affecting views back towards the area from Timtumili Minanya/River Derwent, diminishing its open, parkland qualities; and
- diminishing the largely pedestrian dominated nature of the area, and relegating pedestrians to a lower order priority in favour of vehicles, including heavy freight vehicles.

(d) The Panel notes that while there is currently a road (McVilly Drive) and rail corridor in the location, the northern access road would be a substantially more significant and dominating piece of infrastructure compared with the existing infrastructure. The Panel further notes there has been recent significant effort and investment in the Bridge of Remembrance to re-establish the connection between the upper Domain and southern Domain areas, particularly strengthening the link between Soldiers Memorial Avenue and the Cenotaph, which was severed by the Tasman Highway.

(e) The Panel considers that the visual impact of the stadium building would have a significant effect on the sense of openness of the southern Domain area and the wide, panoramic views to the surrounding landscape.

(f) The Royal Hobart Regatta is a long-running cultural event held in the southern Domain area, founded in 1838, and held at its current Regatta Grounds location since 1856. The Panel notes the event has been historically significant to Hobart's cultural life, and considers that the degree to which it has enduring significance is for community consideration.

(g) The Panel considers the northern access road would have negative effects on any community and cultural significance of the Royal Hobart Regatta, as:

- through both its physical presence and vehicular use, it would significantly sever the connection between the 1919-21 John Colvin Stand (the main spectator viewing area for the Hobart Regatta) and the launching of boats at the water's edge; and

- it would create a distinct separation between the festival activities on the regatta grounds and the launching of vessels at the water's edge and would affect the free-flow movement of people between these two areas. Currently, McVilly Drive is closed for general vehicle access to facilitate the Regatta. It is highly unlikely the northern access would be able to be closed on Regatta event day.

(h) As there is no detailed design for the northern access road, the Panel considers there could be unknown, but potentially significant, effects on remnant railway features and individual places of historic cultural heritage significance in the area.

Context

The Panel notes that:

- the Transport report provided by the Proponent (Appendix N) states that the northern access road is an essential supporting project for the stadium
- the plans for the development of the stadium provided by the Proponent incorporate the 'bus plaza' portion of the northern access road within a 'zone of influence' for the project; and
- the plans do not include details for the design of the remainder of the northern access road.

The northern access road is essential for access for event buses, access to the proposed carpark, and access to the port when events at the stadium require Evans Street to be closed. The northern access road, including the provision of associated suitable pedestrian and cycling infrastructure, is a necessary element of the operation of the stadium and is consequently part of the Project.

While the mooted housing development for Regatta Point is likely to affect the cultural and historic values of the area (including the operation of the Royal Hobart Regatta), assessment of the housing development is not within the scope of the Project, as it is not necessary associated infrastructure for the operation of the stadium (see description of the Project under the 'Project Scope' section of this report).

Key relevant materials include:

- Heritage Landscape Values of the Queens Domain Hobart - planning issues - assessment for the updated Queen's Domain Cultural Heritage Management Plan, 2009
- Queens Domain cultural heritage management plan 2002; and
- Queens Domain masterplan 2013-2033.

4.3 Historic cultural heritage

4.3.1 Visual effects on heritage listed places

Panel findings

(a) The Panel considers that the built form of the stadium has significant negative effects on the setting of the buildings on Hunter Street,

specifically the heritage-listed Henry Jones & Co. IXL jam factory buildings (including those buildings currently used as the University of Tasmania Centre for the Arts). These buildings are heritage-listed for the following key reasons:

- importance to the course and pattern of Tasmania's history, by demonstrating the development of trade and industry on Hobart's waterfront
- rareness, as the remaining factory buildings are the only complex of its type in the state and they are rare as a group of intact merchant warehouses over different architectural eras
- an outstanding example of creative and adaptive re-use of historical buildings that have ensured the site would remain highly valued by Tasmanians and visitors into the future
- associations with a recognised Tasmanian business and brand, as well as associations with well-known colonial merchants and manufacturing entrepreneurs; and
- value to the community for their substantial contribution to the historic waterfront of Hobart.

The Hunter Street streetscape is an iconic location in Hobart which defines the waterfront skyline and has significant value to both locals and visitors. The Panel considers that the social and aesthetic significance of the Hunter Street buildings is adversely impacted by the stadium form. The Panel considers the stadium would form a dominating backdrop to the buildings and would dwarf them, particularly when viewed from middle-distance, and diminish their presence and the story they tell of Hobart's historic waterfront development.

(b) The Panel considers that the built form of the stadium has significant negative effects on the setting and appreciation of the Royal Engineers Building. The building's townscape associations, regarded as important to the community's sense of place, are a key reason for its heritage listing.

The Panel considers that the stadium would appear as a highly dominating, bulky presence behind the Royal Engineers Building, particularly when viewed from Brooker Avenue. The Panel considers the stadium's built form dwarfs the building and diminishes its prominence as a landmark at the entry to the city. The Panel considers the encroachment of the cricket wickets and the notional landscape layout proposed would further diminish the prominence of the building and any opportunity for it to be positively integrated with activity on the site.

(c) The Panel considers that the built form of the stadium has some impact on the wider setting of Victoria and Constitution Docks due to its dominating presence. The Panel considers this impact has a moderate effect on the historic cultural heritage significance of the docks, and the

experience of locals and visitors using these well-frequented public spaces.

(d) The Panel considers that the stadium roof contributes materially to the negative effects on the historic cultural heritage significance of listed places, and that any changes that increase the height and bulk of the roof would exacerbate the effects.

(e) The Panel considers that the proposed design details are not sufficient to ameliorate the effects of the stadium's built form on the historic cultural heritage significance of surrounding places. The Panel considers that due to the size, height and bulk of the building (which are required to facilitate its intended use), these effects cannot be satisfactorily resolved.

Context

The proposed stadium is close to places recognised and listed for their historic cultural heritage significance, both at local and state level. Effects of the stadium on the historic cultural heritage significance of the Cenotaph are specifically addressed in section 4.1 of this draft IAR.

Places of historic cultural significance close to the proposed stadium show an important part of Hobart's waterfront history and hold a significant value to the community.

Heritage Tasmania staff provided advice and comments related to the effects of the stadium as part of the consultation process for the preparation of the draft IAR. Comments from Heritage Tasmania staff noted the stadium building would have an impact on the social and aesthetic values of some of the surrounding places of historic cultural heritage significance.

Key relevant materials include:

- Tasmanian Heritage Register datasheets; and
- The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013.

4.3.2 Dismantling/relocation of heritage listed buildings

Panel findings

(a) The Panel considers that dismantling and removing the Red Shed from the Macquarie Point site would not unreasonably affect the historic cultural heritage significance of the building or of the site, noting the building is not original to the Macquarie Point site and has been relocated previously.

(b) The Panel considers that if the Red Shed:

- is to be re-erected, an appropriate location for on-going use and activation should be considered; or
- is to be stored, its storage should be in accordance with any recommendations of Heritage Tasmania, and consideration could

be given to some meaningful interpretative material integrated with the urban realm and landscape design.

(c) The Panel considers that the proposed relocation of and alterations to the Goods Shed would have a negative effect on the values and experience of that building, including that:

- the relocation and alterations affect the Goods Shed's stated historic cultural heritage significance, which is associated with demonstrating the development of rail transport in Tasmania, including the transition from rail transport to road-based networks, and the way Macquarie Point has functioned over time; and
- its relocation to an area between an escarpment and the stadium, and physical attachment to the stadium, affects the setting and reading of the Goods Shed negatively, such that it compromises the authenticity and meaning of the structure, and significantly dwarfs it in scale.

(d) The Panel considers the proposed relocation of the Goods Shed to an area remote from Evans Street, where its frontage currently gives it prominence and ease of access, means that it would be less visually and physically accessible except to people using it during events or functions. Its proposed location is in a part of the site which would be inactive outside event/function mode, and is relatively hidden and inaccessible due to its distance from more active areas to the south, and due to the movement barrier created by the cricket wickets.

(e) The proposed use of the Goods Sheds is primarily for a bar associated with events and functions. The Panel considers this reduces the availability of the building to the community as a flexible community event space.

(f) The Panel considers the current proposed relocation and design of the relocated Goods Shed may compromise other aspects of the Project, such as pedestrian evacuation movement (See section 7.1.2 Evacuation scenario pedestrian movement of this draft IAR).

(g) The Panel notes the methods for dismantling and relocation of the Goods Shed have not been stated, and that this uncertainty is likely to increase potential costs and logistical challenges.

(h) The Panel notes that the Goods Shed retains its original features and historical associations, but it has also been modified from its original form. In relocating and attaching the building to the stadium, it would be further modified. The Panel considers that, on its view of the overall level of significance of the Goods Shed in the context of Tasmania, the treatment of the Goods Shed is not considered to be an issue of critical significance for the Project. However, if the Goods Shed is to be integrated with the design proposal for the site, the Panel considers this should be done in a meaningful way that maximises the opportunity for its value to be understood and enjoyed through use and access.

Context

The proposal is to dismantle and store or relocate the Red Shed, and to dismantle and relocate the Goods Shed on the site (excluding the section of the shed that was added in the 1940s). The relocated Goods Shed would be attached to the northern edge of the stadium and is primarily proposed for use as a bar associated with events and functions. The Red Shed and Goods Shed are both heritage listed at a local level in the *Sullivans Cove Planning Scheme 1997*, and the Goods Shed is also heritage listed at the State level in the Tasmanian Heritage Register.

The Project of State Significance process supplants the approval process that would normally occur for works to places listed in the Tasmanian Heritage Register under the *Historic Cultural Heritage Act 1995*.

Heritage Tasmania staff provided advice and comments related to the effects of the dismantling and relocation of the Goods Shed as a part of the consultation process for the preparation of the draft IAR.

Comments from Heritage Tasmania staff noted:

- the characteristics and historical relationships of the Goods Shed can be largely perpetuated after relocation. Repositioning the building on an alternative location on an original rail track alignment, together with an adequate level of interpretation, would assist in demonstrating the historic cultural significance of the building. The current location of the Goods Shed has no extant railway/transport infrastructure and its historic setting has changed
- the massing and scale of the stadium would dominate the relocated Goods Shed, but it was not originally designed to be a stand-alone piece of architecture so is better able to withstand those impacts
- there is scope to change the floor level of the building acceptably, as the concrete flooring has been changed and altered over time. Change to the orientation of the building and its access is unlikely to be problematic as traditionally there was both linear and lateral access into and out of the building to allow for trains to be easily loaded and unloaded
- the Project provides an opportunity for a greater level of community engagement with, and interpretation of, the Goods Shed. It is likely the Goods Shed would remain THR listed following relocation; and
- demolishing and not re-erecting the Goods Shed on the site would not be an acceptable outcome.

Key relevant materials include:

- Tasmanian Heritage Register datasheets
- Heritage Tasmania’s Works Guidelines for Historic Heritage Places; and
- The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013.

4.3.3 Historic archaeology

Panel findings

(a) There have been a considerable number of historical archaeological assessments undertaken within the main body of the former railyards site (the Macquarie Point site). The Panel notes a considerable number of Aboriginal heritage assessments have also been completed in this area, although this is considered in section 5.1 of this draft IAR.

(b) The Proponent's reports (Appendix M) consider the potential effects of development on potential historic archaeological remains within the specific footprint of the stadium building. The Proponent's reports note that generally, the stadium building footprint area has either no or low historic archaeological sensitivity, as it is mostly reclaimed land and known historic archaeological features have largely been extensively disturbed, demolished or previously excavated and documented (Appendix M, page 2).

(c) There is an identified place of archaeological sensitivity (the Royal Engineers Headquarters and Kings Yard) within the stadium building footprint area. The Proponent's reports do not consider, however, that any existing historic archaeological materials associated with the Royal Engineers and Kings Yard are still present within the stadium building footprint area. The Proponent's reports also do not consider there is any evidence that the State heritage listed Goods Shed is accompanied by any significant historic archaeological deposits.

(d) The Proponent's reports specify an area of the Macquarie Point site that may include some remnant elements of mid-nineteenth century maritime infrastructure (identified as an area of 'low sensitivity' on Appendix M, page 60). The conclusion of the Proponent's reports is that there should be a 'watching brief' to monitor historic archaeological elements within this area during construction. The Panel accepts that this approach is appropriate in relation to the construction of the stadium building, given the heavily disturbed nature of the site (Appendix M, page 4).

(e) The Proponent's reports do not, however, consider the entire area of land associated with the Project. They only consider the specific footprint of the stadium building. Areas to accommodate necessary infrastructure such as the northern access road, bus plaza and sewer diversion in Evans Street will be substantial, and may have significant effects on areas of historic archaeological sensitivity.

(f) Within the Macquarie Point site, there are areas of disturbance associated with landscaping and the cricket wickets that are beyond the specific footprint of the stadium, but within the identified extent of the Royal Engineers and Kings Yard. There are no detailed plans for the cricket wickets and for any landscaping works. The Panel notes these works, in particular the cricket wickets, would require excavation, although the extent is unknown. The Panel considers it is unclear what impact these works may have on historic archaeological features.

(g) Outside of the Macquarie Point site, there are additional, relevant areas of historic archaeological sensitivity that may be impacted by the Project, such as:
- subsurface remains at Evans Street, Hunter and Davey Street
- the Hobart Rivulet Domain Diversion Tunnel; and
- areas of historic archaeological sensitivity around the northern end of Collins Street.

(h) Associated infrastructure such as the northern access road, the sewer main diversion, and the potential Collins Street pedestrian infrastructure may affect these areas of historic archaeological sensitivity.

(i) The Proponent's reports do not provide detailed design plans for some of this associated infrastructure, or any analysis of the potential historic archaeological effects. The construction of the associated infrastructure is likely to involve significant ground works, and therefore the Panel considers the potential for impacts could be significant unless the siting of works can avoid particularly sensitive areas.

(j) The Panel considers ground works and vibrations associated with the construction and operation of the northern access road would have unknown effects on the structural integrity of the Hobart Rivulet Domain Diversion Tunnel.

(k) A watching brief is likely to be an appropriate measure to apply to the development of associated/necessary infrastructure, in line with the approach proposed for the development of the stadium building footprint. However, there is insufficient information for the Panel to have confidence that;
- there are no particularly high areas of historic archaeological sensitivity that could or should be avoided in the design of associated infrastructure; and
- that adequate techniques and timeframes during construction have been considered.

Context

There is one area of the Macquarie Point site that is locally identified as a place of archaeological sensitivity (Royal Engineers Headquarters and Kings Yard) in the Sullivans Cove Planning Scheme as well as identified at a State level in the Tasmanian Heritage Register. Subsurface remains around Hunter, Evans and Davey Street (including Hunter Island, Causeway, Old Wharf Probation Station and Reclaimed Land) are identified at a State level in the Tasmanian Heritage Register. Other identified areas of local archaeological sensitivity in the vicinity that may be affected by the proposal are the Hobart Rivulet Domain Diversion Tunnel (a 1915-1918 tunnel constructed to divert the rivulet under the Cenotaph) and areas of archaeological sensitivity around the northern end of Collins Street.

Heritage Tasmania staff provided advice and comments as part of the consultation process for the preparation of the draft IAR. Comments from Heritage Tasmania staff noted the archaeological impact on Evans Street has not been considered, but overall the approach to archaeological assessment during construction proposed by the Proponent is appropriate.

5.0 Aboriginal heritage

Summary

This topic addresses the Project's effect on the Aboriginal heritage and cultural landscape values of the place. The Panel notes a separate assessment under the Aboriginal Heritage Act 1975 would be undertaken if a permit is granted for the Project through the project of State significance process. However, the consideration of Aboriginal heritage is still an important part of the integrated assessment of the Project, to ensure it is capable of being sited to avoid significant negative effects on Aboriginal heritage and cultural values. These effects are also interrelated with landscape and visual effects, which are addressed in topic 3.0 Urban Form Planning. Non-Aboriginal historic heritage and community values are addressed in topic 4.0 Historic cultural heritage and community values.

The Panel notes that an amalgamated Aboriginal heritage site exists on the western banks of Cenotaph Hill. The development of the northern access road for the Project would involve works within this registered Aboriginal heritage site that may affect its values, although there is currently insufficient evidence on the potential effects of the northern access road for the Panel to make clear findings at this point.

The Panel notes that an assessment of landscape character and values and the effect the project may have on these values was not provided for various reasons. The Panel acknowledges that only Aboriginal people can truly speak to and understand the Aboriginal cultural and landscape values of the place. Therefore, until feedback is provided through engagement and assessment by the Aboriginal community, the Panel is unable to make findings on these issues at this point.

5.1 Aboriginal heritage materials

(a) While piecemeal and project-specific in nature, there have been a considerable number of Aboriginal Heritage assessments undertaken within both the main body of the former railyards site (the Macquarie Point site) and the surrounding area.

(b) Aboriginal Heritage site 13901 is within the Project site and is a midden and associated high density artefact scatter. (Note: site 13901 is described in Annexure O, provided as further information on 31 January 2025 however maps of its location and extent are not able to be made publicly accessible.) The site also includes significant contact material within fill deposit layers, including worked ceramics and glass. The full extent of the site has not been established (page 116 Annexure O, January 2025) The recovery of knapped glass artefacts at the site is highly significant within the context of both historical and Aboriginal management frameworks (Annexure O, January 2025, page190).

(c) The Panel considers that the predictive model and the mapping and classification of Potential Areas of Sensitivity for Aboriginal heritage material presented in the draft Aboriginal Heritage Assessment Report (AHAR) January 2025 (Annexure O, January 2025) are based on a combination of evidence and sound professional judgment.

(d) Specifically, the Panel notes:

- the area identified has having a ‘very low’ Potential Areas of Sensitivity (PAS) south of the cutting face on Cenotaph Hill has been subject of focused assessments. It is likely that material from this area was removed entirely from the site – and that the lack of material is not related to the level of Aboriginal use of the land; and
- the PAS considered as ‘highly sensitive’ for Aboriginal material, is within 100-150m of the 1810-1830 shoreline and it is assessed that it is likely that fill deposits in this area contain Aboriginal material.

(e) While the draft AHAR refers to the ‘Highly Sensitive’ Potential Areas of Sensitivity (PAS) as being outside of the proposed impact area, that area is considered by the Panel to be part of the land that would be used and developed as part of the Project. The main works in this PAS appear to include the demolition of an existing building and landscaping. While the extent of development or site remediation works required are not known (as the Proponent’s proposed stadium project is for a smaller area), the Panel notes that the extent and depth of works in this area appear capable of being minimised and would be significantly less than areas where utilities and civil works associated with buildings are proposed.

(f) The Panel acknowledges and accepts the assessment of values and significance of the site and area outlined and defined in the draft AHAR (see pages 162 to 165 - Annexure O, January 2025), and notes that:

- traditional values as well as special and spiritual values of the place are rated as having a very high level of significance
- historic values and scientific values of the place are rated as having a high level of significance; and
- aesthetic values of the place are rated as having a medium level of significance, in part due to disturbance by urban development in the area.

(g) The Panel considers that the footprint of the Project is considerably larger than the physical extent of the Proponent’s proposed stadium project. A large amalgamated Aboriginal heritage site exists on the western banks of Cenotaph Hill. The development of the Proponent’s stadium project would necessitate the development of the northern access road and this would involve works in the registered heritage site on the banks of Cenotaph Hill. Also, the area of land associated with the Project appears to be significantly larger than the area referred to in the draft AHAR and is likely to include Cenotaph Hill. Currently, the draft AHAR does not consider this land or its values.

(h) The Panel notes the amalgamated Aboriginal heritage site is an extensive living site comprising predominantly midden, which in pre-colonial times is estimated to have encompassed the headland between Macquarie Point and the Hobart Rivulet. Subsequent

centuries of development and landscaping have disarticulated the site, and so its full extent has not been established.

(i) The draft AHAR and specifically the analysis of the effects of the Project on heritage sites and the effect of the Project on the broader area does not consider the full scope of the Project.

5.2 Aboriginal cultural values and landscape

(a) The land associated with the Project sits within a broader landscape with a specific character that is valued by the Aboriginal community.

(b) The Statement of Cultural Significance by Colin Hughes in the draft Aboriginal Heritage Assessment Report 30th January 2025 (Annexure O, January 2025, page 161), in part says:

> It is evident from historical records that people continued to visit and occupy the area after European colonisation. This is supported by contact material (glass and ceramics) recorded in recent excavations and by the responses that have come from Aboriginal community groups in previous consultation.
>
> The connections to this place have continued beyond Aboriginal people's displacement and incarceration on Flinders Island and the place continues to be important to Aboriginal people today. The area also exists in the shadow of Kunanyi which is a very important place in Aboriginal spirituality. These connections are linked to identity and are not diminished even though much of the area has been obscured by development in the last two hundred years or so. Rather, the intangible values of the place cannot be lost.
>
> These values have been highlighted by the archaeological works that have occurred in the area over the last two decades and has led to a further understanding of just how important this area was and is. This work has testified to the importance of the area traditionally as a focus for particular and valued resources and for ceremonial or spiritual reasons in historical times. However, the area also has an ongoing importance to Aboriginal people with members of the community having a continued relationship to the area - living and working in the district.

(c) The Panel considers that in order to understand any effect the Project may have on cultural landscape values, information is needed about the characteristic attributes of the place. This encompasses people's experience of, association with, and perception of the place - past, present and future and what it means to people.

(d) The report provided by the Proponent on landscape and cultural values (Appendix HH - Pre-Stadium Cultural and Landscape Values Assessment) recognises that an assessment of landscape character and values and the effect the Project may have on these values was not provided.

(e) The Panel recognises the work and views of the practitioners who have assessed these matters. The Panel understands the views expressed and statements made by the practitioners (Appendix HH, Section 6), including that:

- none of the previous reports for this area have addressed wider Aboriginal cultural and landscape values directly and there is currently no working precedent for this in Tasmania
- recommended engagement processes have not been met on this occasion due to the changing scope and limited timeframes directed by the organisation and multiple contractors doing similar work
- the Palawa community is overwhelmed with many engagement requirements and there has not been an opportunity for appropriate engagement to occur; and
- only Aboriginal people can truly speak to and understand the Aboriginal cultural and landscape values of this place.

(f) The Panel considers that many of the observations and suggestions made by the practitioners on how to approach and undertake landscape value assessments appear sound and applicable to this Project.

(g) The Panel agrees with the practitioners that it is necessary for the assessment of landscape character and values and the effects that a project may have on these values to be based on and informed by the Aboriginal community. Without this engagement and assessment, the Panel is not able to provide findings on this issue.

(h) The Panel notes that the additional information provided by the Proponent on 31 January 2025 refers to a draft Cultural Heritage Values Report for the Project that is being prepared by Southern Archaeology (page 155 Annexure O, January 2025). This report has not been provided to the Panel.

(i) The consideration of Aboriginal cultural landscape values is required for the Panel to comply with the Direction of the Minister for the integrated assessment of the Project.

6.0 Use and activity

Summary

This topic addresses how the activities and land uses proposed contribute to the activation and vibrancy of buildings and spaces on the site and across the Hobart waterfront area and the city. This topic also considers the Project's land use compatibility with adjoining land uses and activities.

Use and activation of the site are closely interrelated with the effects of the Project on the surrounding land uses. These are also interrelated with project design and landscape and streetscape values, which are addressed in topic 3.0 Urban Form Planning.

Overall, the Panel finds that the limited space around the stadium is a major constraint in developing a genuinely active mixed-use precinct. The spaces around the stadium are constrained, visually disconnected, not easily accessible, overshadowed, and potentially subject to uncomfortable wind conditions. During operation, most space around the stadium would be required for access and egress, with limited or no scope for successful activation through other uses. The Panel considers that, during construction and during stadium events, the Project has the potential for adverse effects on the operation of the Port of Hobart, Federation Concert Hall, the Queens Domain and surrounding uses, such as hotels and educational facilities, established events, and hospitals, due primarily to increased traffic and parking demand and noise. Pedestrian movement and circulation around the area would also be compromised.

6.1 Temporal use and activation

This section addresses how the activities and land uses proposed would contribute to the activation and vibrancy of buildings and spaces on the site and across the Hobart waterfront area and the city.

Panel findings

(a) Over the past several decades the use and level of activity within buildings and public spaces across Hobart's waterfront precinct has evolved considerably across seasons, days of the week and time of day. While many of the new activities in the area have focused on providing services to visitors, the use of the waterfront precinct by locals as part of their daily lives, for work, and for social and cultural activities has also increased and this is essential for the authenticity and vitality of the area.

(b) The evolution of the activities across the precinct has been consistent with the principles for land and maritime activities and expressed in the Sullivans Cove Planning Review 1991. Many of these principles have merit and provide a sound basis for considering how the Project relates to the site, the precinct, and the city.

In summary, these principles include:

- Sullivans Cove continues as a working port, fishing and yachting harbour, cultural centre, recreation and entertainment district,

centre of government and administration and a place for commence and living

- Sullivans Cove shall cater for public activity and have a life that extends beyond standard working hours
- activities would complement the central city and not demand new buildings that are out of scale with the Cove
- a primary aim is to generate greater activity while not detracting from the essential character of the Cove
- mixed-use activities are essential for active cities. Town planning should encourage a mix of land uses to strengthen its role as a cultural and festive focus and encourage activities. This includes using public spaces during the day and at night and generally enhancing outdoor/street-based activity; and
- this should occur in a manner that maintains the function of the working port. Activities that warrant a building type that is out of scale with the Cove shall not be permitted.

(c) The Panel notes that these principles appear to be generally consistent with the objectives of the Macquarie Point Development Corporation (the Corporation). The objectives aim to ensure the site is developed as a vibrant and active area, with a mix of land uses. The principles also appear consistent with the 2017-2030 Reset Master Plan and the current Mac Point Precinct Plan prepared by the Corporation, both of which identify opportunities for a range of additional land uses on the Macquarie Point site.

(d) While the Panel is considering only the Project and not other development on the Macquarie Point site that is contemplated by the Mac Point Precinct Plan, how the Project may affect the range of types of land uses that may occur on the Macquarie Point site more broadly is a relevant issue.

(e) Three separate land uses have been proposed as part of the Project: the use of land for a major sports and events facility, the use of land for a conference centre, and the use of land for a car park.

(f) The Panel notes intensive use of the site by spectators would add significantly to activity levels across the waterfront and city beyond the Monday to Friday standard working hour periods. With a core estimate of between 370,000 and 405,000 spectators per year, the level of visitation is equivalent to the pre-covid level of visitors to the Tasmanian Museum and Art Gallery city site (TMAG Annual Reports 2015/16 to 2019/20). The events to be held at the site are projected to attract people from across the region, the state, as well as from interstate, and would flow onto a range of activities across the waterfront and city.

(g) The Panel considers that while the stadium would generate periods of very intensive energy and activity, the built and public spaces the Project provides are likely to be largely dormant outside of event mode. Based on an estimate of 35 to 40 events per year, for most of a year,

the use of the site would be for purposes associated with hosting private functions such as conferences or exhibitions. A relatively small area of the stadium complex and site is used for these purposes. The level of activity related to this type of land use would also be determined by commercial factors.

(h) The functional and spatial requirements of the stadium result in the majority of the Macquarie Point site being occupied by the stadium building. This would significantly affect areas within the site that were identified in the 2019-2030 Reset Plan as being suitable for mixed use purposes (commercial/residential/visitor accommodation).

(i) The Panel considers the residual areas of the Macquarie Point site, outside of the land required for the stadium and adjoining structures:

- are insufficient in area to enable an effective amount and range of other urban/mixed land use activities
- have the potential to generate land use conflict with current and future port and shipping operations where future activities expect a high level of amenity; and
- include land that is dislocated from urban services and neighbourhoods.

(j) The Panel notes there is intended to be an opportunity for further separate land uses, such as hospitality or retail, to occur around the stadium. However, due to the overall size and design of the building, the remaining public spaces are inadequate in area and are not conducive to establishing a vibrant and active urban area with a viable quantum and mix of commercial tenancies to generate much pedestrian activity outside of event mode.

(k) Given the constrained nature of the limited spaces that remain outside the land area required for the stadium building, the Panel considers the creation of a genuinely mixed-use precinct - which is well-connected and easily accessible, visually connected and intuitively legible, attractive to visit and of a critical mass of complementary tenancies to enable a localised economic ecosystem to thrive - does not appear possible. The spaces indicated for ‘complementary mixed use’ in the Mac Point Precinct Plan are insufficient and poorly sited, substantially limiting their ability to achieve this.

(l) The Panel notes there is some opportunity for ancillary uses that are fronting onto and clearly visible from Evans Street to have a level of natural surveillance that assists in generating street-level activity outside of event mode, but this is very limited.

(m) The Panel considers the northern area of the site, including the area containing the relocated Goods Shed, is physically isolated, visually disconnected and not related to a use to the north that would attract or generate pedestrian activity outside of event mode. Consequently, passive surveillance of this area is likely to be poor and people may not feel safe. In addition, the space is narrow and constrained.

(n) The Panel notes the western space between the stadium building and Davey Street that is proposed to be landscaped and interpreted in a manner that reflects Aboriginal community values and culture is more likely to be a place that attracts people outside of event mode as well as being used for pedestrians attending events. This is because it is more visually connected, more easily accessible and open compared to other areas on the site. Its success and attractiveness to people would depend on how well it is designed to accommodate users.

(o) The Panel considers the overshadowing effects of the Stadium building, and particularly wind effects, are important factors in considering how the western space could be designed to be an attractive space for people to sit, dwell and occupy. The wind analysis provided by the Proponent (Annexure C, provided as further information on 4 March 2025) categorises five classes of wind quality for pedestrian comfort. The wind comfort classes assess quality 1 wind as being good for sitting, quality 2 wind as being moderate for sitting and qualities 3-5 being poor for sitting. The area around the south of the western space near Gate 2 is quality 3 wind, which is assessed as being good for traversing and poor for sitting.

(p) While the Panel does not have access to the information associated with wind comfort across the site of the Project, it appears that the western area may not be a suitable or ideal area for people to sit or dwell and this may dimmish the capacity of this area to be designed to reflect Aboriginal community cultural values.

(q) The Panel considers that, outside of the western space, other public realm spaces are primarily required as access and arrival plaza spaces, leaving little opportunity for other activities such as general recreation and respite outside of event mode. Other spaces around the stadium building are required for circulation, access and egress, with limited or no scope for successful activation outside of event mode.

Context

Positive activation is a planning and urban design objective, and also a measure of successful mixed land use precincts and areas. It typically results from key elements including:

- a ‘critical mass’ of net lettable area (NLA) and a combination of uses and tenancies (often curated to some extent). These uses and tenancies should complement one another in terms of the goods and services they offer, be attractive to visitors, and therefore be commercially viable in that context (that is, be thriving businesses); and
- attractive public spaces (which can include streets, open spaces and dwell spaces) that are easily accessible, inclusive, feel safe and inviting, and are comfortable and accommodating.

The additional information provided by the Proponent on 31 January (see Page 1, Annexure A) states that the uses proposed are outlined in its summary report on pages 21-23. The activities proposed as part of the stadium are related to two purposes:

- major sports and events facility - use of land for sporting or entertainment performances which includes a substantial provision for spectators who are usually charged admission; and
- function centre - use of land by arrangement for holding private functions such as conferences or receptions.

All other activities are ancillary to the above activities. For example, the use of the site for retailing merchandise that is associated with events and sports at the stadium is an ancillary activity.

The Panel notes that a Planning Report by Ireneinc Planning and Urban Design (Annexure F) that was provided by the Proponent as additional information on 31st January 2025 states that:

- retail outlets (such as merchandise); and
- food and beverage outlets (cafe(s), bars/clubs and restaurant(s)).

are proposed as separate uses that could operate outside of events and conferences or functions.

As this information is not consistent with the description of the proposed use in the Proponent's Summary Report, the Panel has taken the uses for which approval is sought as those outlined in the Proponent's submission.

6.2 Land use compatibility

6.2.1 Port of Hobart

Panel findings

(a) The Port of Hobart is southern Tasmania's only deep-water multiuser shipping facility. The Port of Hobart's operations have changed considerably over the past 20-30 years and its key functions at Macquarie Wharf are focused on accommodating cruise ships, providing for general freight such as bulk log exports, and shipping activities associated with Antarctica and the Southern Ocean.

(b) The operation of the dedicated cruise ship terminal at Macquarie Wharf commenced in 2013. The design and operation of Macquarie Wharf number 2/3 as the primary cruise berth and Macquarie Wharf No 2 as the cruise terminal is in part based on:
   - enabling coaches and vehicles to drop off and pick up visitors via Evans Street either inside the port or in the vicinity of the Terminal; and
   - providing a safe pedestrian pathway for visitors through Franklin Wharf - which is currently closed to through traffic during the cruise ship season.

(c) The Panel considers the current traffic and parking arrangements for coaches and other vehicles to pick up and drop off cruise ship passengers adjacent to or near by the cruise terminal is likely to be either limited or not practicable during peak pedestrian movement periods associated with events at the stadium. This would affect both businesses providing coach and touring services and visitors to Tasmania.

(d) The Panel notes that the Summary Report provided by the Proponent (page 181) considers that:

- there is likely to be overlap between major events and the departure of cruise ships
- based on forecast schedules, cruise ship departures may coincide with local road closures and very high pedestrian activity
- the overlap between events and cruise ships appears to be manageable; and
- there is a need for future traffic management plans to address the needs of cruise ships, Tasport's tenants and the stadium.

(e) As proposed, the operation of the stadium would limit, and may at times remove, the existing vehicular access to, and parking at, the wharf and terminal for a range of vehicles serving the needs of cruise ship passengers. While both Tasports and the Proponent have identified this as a challenge that would need to be managed, there is no basis for the Panel to assess whether suitable access can be provided, based on the information provided.

(f) Evans Street from Macquarie Street to the Port of Hobart forms part of Tasmania's designated National Land Transport Network that is designed and managed to ensure key intermodal and export points are connected to a safe and efficient freight network. The Panel considers that to provide logistical flexibility, land-based road freight, incorporating over-mass and over-sized vehicles, should have unrestricted access to Tasmania's ports.

(g) The operation of the stadium for major events would require Evans Street to be closed for general traffic, including freight vehicles accessing the port. A northern access road would be required for the Port of Hobart to operate effectively.

(h) The Panel notes that the Transport Report (Appendix N, p 24) states that the design of the northern access road should prioritise port access, such that port traffic is not delayed by event buses or other stadium traffic.

(i) A northern access road is part of, and required for, the Project, and is also required for the operation of the port and for the operation Australian Antarctic Division's shipping activities.

(j) The use of the northern access road would not eliminate the need for Evans Street to be used for freight associated with port, specifically for over height vehicles or where the length of acceleration lanes and deceleration lanes are not able to accommodate vehicle requirements (Appendix N, p .25).

(k) The ability for the design and operation of the northern access road to accommodate all freight vehicles appears to be limited by the height restrictions associated with McVilly Drive and potentially the length of access lanes. The Department of State Growth has advised that the redevelopment of McVilly Drive intersection to enable use by over

height vehicles is not an option it is considering, and that Evans Street would be used to provide access for these vehicles. The Panel has no evidence to assess the effect this could have on the operation of the port or the ability of these limitations to be avoided.

(l) The Panel notes the observations made in the Transport Report that *the establishment of the Northern Access Road as the priority point of access to the Port of Hobart for most road based freight movements will need to be carefully coordinated with stadium construction and event operations to ensure continuity of port operations* (Appendix N, page 25).

The Panel agrees with the sentiment of this observation, but has no evidence to assess whether this outcome can be achieved, and notes the cost of delivering the northern access road is not included in the Proponent's costing (see topic 1.0 Economic effects of this draft IAR).

Context

During the Preparation of the draft IAR, consultation occurred with the Australian Antarctic Division (AAD). The AAD advised that it is concerned to ensure the construction and operation of the stadium as well as other elements in the broader precinct plan do not restrict the capacity for 24/7 activities. This includes use of the northern access road, which is not part of the Proponent's proposed stadium proposal.

6.2.2 Tasmanian Symphony Orchestra (TSO) and Concert Hall

Panel findings

(a) The Federation Concert Hall and the ABC Broadcast Centre are used for a combination of broadcasting, recording and performance purposes. The quality of the acoustic environment within these facilities may at times be critically important for their effective operation.

(b) The nature of these activities means that there is likely to be a higher potential for impact from special audible characteristics such as tonality, modulation and impulsiveness as well as from sound during the day/early evening, in comparison to sensitive uses associated with residential/accommodation activities.

(c) Due to the operational needs of these activities, the Panel considers that the acoustic environmental indicator levels outlined in the Tasmanian Environmental Protection Policy (Noise) are related primarily to environmental health matters and consequently not useful or directly relevant to understanding the effect the stadium has on these activities.

(d) Based purely on distance, elevation and siting, the Panel accepts the proposition outlined by the Proponent that the level of A weighted and other sounds emitted to the Federation Concert Hall would be significantly higher than the levels at the ABC Broadcast Centre.

(e) The Panel notes that the reports provided by the Proponent make an assumption that the absorptive capacity of the Federation Concert Hall

building may reduce the level of A-weighted sound by 20dB (Appendix Q, page16). The accuracy of these assumptions is not known.

(f) The main sources of sound with special characteristics are described by the Proponent as music concerts, sporting events – (public address system (PA), crowds and sirens).

(g) The Panel notes that the Proponent's submission in the Summary Report outlines that:

- while discrete sounds such as sirens may be audible, the level of discernible sound would be brief and that for buildings such as the Federation Concert Hall, the sound may be imperceptible internally; and
- while a concert event may have the potential for increased noise effect, the Proponent anticipates this would occur once a year.

(h) The Tasmania Symphony Orchestra (TSO) provided comments on the draft Guidelines for the Project as part of the public exhibition process.

(i) The views and comments expressed by the TSO include:

- the TSO rehearses, performs, records, live streams and sells video on demand services at Federation Concert Hall, a hall that was purpose designed and built for the orchestra in 2000 and enhanced (acoustically and from a professional recording and live streaming perspective) over the last few years
- the operation of the stadium may result in noise radiating from the building that is much higher than the levels the envelope of the Federation Concert Hall is designed to withstand; and
- noise and vibration from construction of the Project disrupting the TSO’s existing facilities and operations is a genuine concern.

(j) The Panel considers that the operation of the stadium would result in sound, including sound with special characteristics, that may affect the Federation Concert Hall and specifically the operation of the Tasmania Symphony Orchestra that uses these facilities for a wide range of purposes. While the Federation Concert Hall may have sound-proofing in place that effectively removes this and other unwanted noise, the Panel has no evidence that this is the case.

(k) While the weighted and/or time averaged decibel level of construction related noise may be acceptable or able to be managed, the construction of the stadium would also generate sound with tonal and other characteristics that are likely to be incompatible with the activities occurring at the Federation Concert Hall. The Proponent's summary report outlines approaches that may be taken to managing construction site noise effects (see page 17 Annexure Q, provided as additional information on 31 January 2025), including the reference to good practice techniques documented in guides from NSW and Victoria. However, these may not be sufficient to mitigate the effect construction stage noise has on the current operations at the Concert Hall.

Context

The Noise Assessment Supplementary Report, by AECOM, submitted as further information by the Proponent on 31 January states that a Construction Noise and Vibration Management Plan has been prepared that identifies the sensitivities of TSO operations. This report has not been provided to the Panel at the time of preparing the draft IAR.

During the preparation of the Guidelines for the Project, submissions were received from the Tasmanian Symphony Orchestra and the Federal Group which provided information on the use of the Federation Concert Hall and compatibility issues related to noise. The Commission's only information on the operating or acoustics requirements of the ABC broadcast centre is the material provided by the Proponent.

6.2.3 Upper Queens Domain

Panel findings

(a) The upper Queens Domain area includes both formal and informal recreational activities, including the Doone Kennedy Aquatic Centre (the Aquatic Centre), Domain Tennis and Athletics Centre, Tasmanian Cricket Association (TCA) Ground, sporting ovals, Royal Tasmanian Botanical Gardens, a playground, walking tracks and the Soldiers Memorial Avenue.

(b) As detailed in section 7.2 Mass passenger transport and transport modes of this draft IAR, it is expected that a greater proportion of people would choose to complete their journey to stadium events by private vehicle than is envisaged in the Proponent's reports.

(c) Due to the proximity of the Queens Domain to the stadium and the abundance of parking in the area (estimated at approximately 900 spaces in the Proponent's reports – Appendix J-Parking Memo, within Appendix N, page 2), it is expected that it would be a popular location for drivers seeking parking on event days.

(d) The Panel considers that parking pressure on the Queens Domain on event days would be likely to significantly affect parking availability for other formal activities such as the Aquatic Centre and events at the Tennis Centre and TCA ground. There may also be an impact on parking availability for the Royal Tasmanian Botanical Gardens, although the peak visitation times are likely to be outside most stadium event times. Proposed use of the Queens Domain as space for event bus layover and private coach pick up/drop off, as well as the generally high level of demand for commuter parking, would exacerbate the pressure on the Queens Domain.

(e) The Panel considers the highest potential impacts relate to the Aquatic Centre, given its proximity to the stadium, ease of pedestrian access over the Bridge of Remembrance, and its popularity over a wide range of opening hours (weekday opening hours are 5.30am to 9:00pm and weekends 8:00am to 6:00pm). On top of its regular activities, the Aquatic Centre holds several state, national and international swimming and water sports events.

(f) The Proponent's reports acknowledge there is potential for overlapping of events at the stadium and on the Queens Domain, including significant events such as the Domain International Tennis Tournament. There is reference to scheduling avoidance or mitigation of potential impacts; however there is no detail provided of how this could be achieved and whether it is feasible to prevent stadium events on days that conflict with Queens Domain events.

(g) Further, there is the potential for more local activities (such as sporting games) to be affected on weekends, when there is a high likelihood of stadium events occurring. There is also the potential that smaller events at the stadium (such as conferences) would affect parking for activities and events on the Queens Domain.

(h) The Proponent's reports state that the Domain area is 'not recommended to support stadium parking' (Appendix N, page 47). However, Hobart City Council, which would likely have some responsibility for parking enforcement, does not suggest the entire Queens Domain should be excluded as parking for stadium events. The Panel notes there may be some flow-on benefits from the option of patrons parking on the Queens Domain, given its proximity to safe and convenient pedestrian access to the stadium via the Bridge of Remembrance.

(i) There is potential for conflict between the stadium and a range of uses and activities on the domain, particularly in relation to competition for parking spaces, which the Panel considers would require some management. The Panel considers that it is important that the needs of the Aquatic Centre and its patrons are not impacted by parking for the stadium. The Panel also considers parking for scheduled events in the Queens Domain area should be protected and prioritised. The Proponent's reports suggest that modification of existing parking management methods is necessary in the Queens Domain area, particularly for the Aquatic Centre on event days (Appendix N, page 5). There are, however, no details on how this could be achieved to ensure people parking at the Aquatic Centre or for an event at another facility are attending activities in that location only.

(j) The Panel does not consider that the Proponent has demonstrated that parking restrictions could adequately control stadium parking in a way that protects parking for other activities on the Queens Domain. The Panel considers stadium patrons would likely view parking in the area as highly desirable, and even with additional management, it would be difficult to enforce parking restrictions.

(k) While not considered in the Proponent's reports, noise may have some impact on activities (particularly outdoors) on the Queens Domain. The Panel considers this is unlikely to be a significant issue for the aquatic centre (which is indoors and already noisy) or other sporting events (which are likely to involve their own noise). However, it may have some impact on the quiet contemplation of Soldiers Memorial Avenue, particularly tonal and intermittent loud noises. As these noises would be sporadic, and there is a reasonable distance between the stadium and

the Soldiers Memorial Avenue, the Panel considers this would not be a significant issue.

Context

Effects on the southern domain area are considered in sections 4.1 Cenotaph and 4.2 Regatta grounds/lower Domain precinct of this draft IAR.

Hobart City Council staff provided advice and comments related to the effects of the stadium as a part of the consultation process for preparation of the draft IAR.

Comments from Hobart City Council staff noted that it was uncertain how parking restrictions on event day would be managed, but that it was likely the Aquatic Centre, and potentially some uses of other sites on the Domain, would require some form of active parking management. Hobart City Council staff suggested that the upper Queens Domain should not be categorically unavailable for event day parking, but availability of parking would need to be balanced against the parking needs of other facilities. It was noted that it was unclear at this stage who would be responsible for event day car parking management.

6.2.4 Other use and activity in the surrounding area

Panel findings

(a) The proposed stadium would be located in an established, centrally located urban environment. There is a range of existing and established uses in close proximity to the proposed stadium, including visitor accommodation, cafés, restaurants, bars, educational facilities, retail, function spaces and offices.

(b) The Panel considers existing uses in Evans Street and Hunter Street are likely to be particularly affected by both the construction and operation of the stadium, due to their physical proximity and access requirements.

(c) The operation of the stadium for major events would require Evans Street and Hunter Street to be closed for general traffic. It is unclear the degree to which roads would require some temporary closures during construction. Road closures would affect access to uses in Evans and Hunter Streets. The Panel notes there are vehicular entries to Sullivans Cove Apartments and Zero Davey that are accessed directly by Evans Street. MACq 01 and the Henry Jones Art Hotel have dedicated parking in front of the buildings and 24/7 valet services. The Proponent's reports note that traffic management would be subject to ongoing discussion with affected building owners users. However, there is no detail provided on how this may be achieved and how impacts may be mitigated.

(d) The Panel considers there would be significant potential for conflict between vehicles and pedestrians if any vehicular access to existing uses via Evans or Hunter Street is permitted during peak pedestrian movements. Insufficient information is provided to satisfy the Panel that limited, local vehicular access can be accommodated in a safe manner.

The Panel considers these access issues, while sporadic, are likely to cause significant disruption to the operation of the affected uses.

(e) The operation of the stadium would increase pressure on parking in the immediate vicinity, and potentially loss of access to some parking spaces for periods of time. Parking on the waterfront is generally two-hour metered parking between 8am and 8pm. There is already significant pressure on these parking spaces for existing businesses. For stadium events, particularly in the evening, the Panel considers it is likely patrons would seek to use this parking, which may affect patronage to other businesses in the area. However, the Panel considers these effects may be offset or outweighed by the increased pedestrian activity around the waterfront at event times, particularly for food and beverage businesses.

(f) The Proponent's Transport Study states that it is essential for the UTAS staff and student parking area, adjacent to the Centre for the Arts, to be clear of parking and obstruction on event days, to enable peak pedestrian movements (Appendix J-Parking Memo, within Appendix N, page 5).

(g) There are a number of noise sensitive receptors close to the stadium, including hotels and apartments such as MACq 01, Sullivans Cove Apartments, Zero Davey, Grand Chancellor, Old Woolstore Apartments and the Henry Jones Art Hotel, residential and visitor accommodation apartments in the Wapping area, educational facilities such as UTAS and the Baha'i Centre of Learning for Tasmania, and hospitals.

(h) Section 8.5 Noise of this draft IAR considers noise issues in detail. The Panel notes that noise and vibration may affect the experience of users of surrounding buildings and spaces, even if minimum noise standards are met. While construction noise is not permanent, the construction period would be extensive, and the bulk excavation and piling stage is expected to have a particularly high level of noise impact. The Proponent's Construction Management Plan (Appendix AA) does not provide a significant amount of detail on how construction issues would be managed, although the Proponent's reports generally suggest construction activities are likely to start at 7am on weekdays and 8am on Saturdays. The Panel considers this is likely to be significantly disruptive to accommodation uses closest to the site. The Panel notes early morning noise would likely affect sleep, including for those on holiday and people working shift work. The Panel considers it is likely that occupancy rates for the hotels and apartments closest to the site would be significantly impacted by the construction stage, and this would have a material detrimental effect on those businesses.

(i) The Panel notes that if pedestrian infrastructure linking the stadium to the northern end of Collins Street were to be constructed, this would exacerbate construction noise in close proximity to residential uses around Wapping. However, the Panel notes the duration of construction for this infrastructure would not be as lengthy as for the stadium building. During operation, patrons leaving events via a Collins Street pedestrian bridge would likely cause an increase in noise to residential

uses around Wapping from patrons leaving events, at times late at night.

(j) The Panel considers noise from events held at the stadium would likely cause some level of nuisance to users closest to the stadium. For the hotels and apartments on Evans and Hunter Streets in particular, guests not connected to events at the stadium would be impacted. This impact includes noise generated by a large volume of pedestrians leaving the stadium after an event. While the stadium may benefit surrounding hotels or apartments for guests attending stadium events, it is likely to reduce their desirability for those guests not attending stadium events.

(k) The Proponent's Noise and Vibration Assessment notes that noises from the PA system and sirens are the most likely to be audible to residential uses in Wapping and the Royal Hobart Hospital (Appendix Q, page 17). While these noises are intermittent and short in duration (and equivalent to existing noises such as cruise ship foghorns), the Panel considers this does not completely mitigate their potential for nuisance, particularly where they may be disturbing to sleep. The Panel notes people have variable patterns of sleep, including shift workers, and people recovering in hospitals, and this can exacerbate people's experience of noise nuisance. The Panel notes intermittent and tonal noises are more likely to be disturbing than surrounding background traffic noise.

(l) Noise has the potential to affect nearby educational uses, particularly UTAS, and to a lesser degree the Baha'i Centre. The Panel accepts the conclusions of the Proponent's reports that it is unlikely for major events to significantly overlap with learning activities at these facilities. However, the Panel considers it is likely that daytime construction noise would significantly affect educational activities, particularly at UTAS given its proximity to the stadium building.

(m) There are a number of other established events that occur close to the proposed stadium, for example the Taste of Summer, Dark Mofo, Salamanca markets, the wooden boat festival, Sydney-Hobart yacht race, and events on the Regatta Grounds. The Proponent's reports suggest any conflicts between events would be minimised with scheduling management; however there are no details about whether this is feasible, and if not, how any effects may be mitigated. The Panel considers that multiple events occurring at the same time would likely exacerbate a range of stadium effects, including parking, traffic and pedestrian issues. There is insufficient evidence to suggest these effects can be effectively managed.

Context

TasPorts staff provided advice and comments as part of the consultation process for the preparation of the draft IAR. They advised that the main challenges would be when major stadium events are held at the same times as cruise ships are visiting Hobart or when there are other major events occurring on the Hobart waterfront (e.g. Wooden Boat Festival, Dark Mofo, Taste of Tasmania, Sydney-Hobart Yacht

Race). TasPorts staff believed that this could be handled effectively through clear communication and coordination between the stadium and TasPorts (which owns/manages the land on which those other events take place). There may be times when vehicular access to certain areas is restricted (particularly during January and February), but the necessary arrangements can be planned for in advance.

The closure of Evans Street during major stadium events can be managed in a way that allows access for emergency vehicles and adjoining properties. This is similarly dealt with when TasPorts closes its waterfront roads for the abovementioned events.

In its written response under section 21 of the Act, UTAS identified that the activities carried out within its Arts precinct in Hunter Street (in particular) could be impacted by traffic, noise, vibration and airborne contaminants during stadium construction. UTAS considers it would need to be kept closely informed of intended works and other related arrangements (e.g. road closures) so that it can plan around this and keep staff and students informed. Once the stadium is operational, UTAS anticipates it can manage its teaching programs to minimise the disruption caused by any major events.

Hobart City Council staff provided advice and comments related to the impact on surrounding activities as part of the consultation process for the preparation of the draft IAR.

Comments from Hobart City Council staff noted that in advance communications about temporary road closures is critical and consideration would need to be given to car parking requirements of stadium event days which overlap with key one-off events (e.g. Taste of Summer) and ongoing events (e.g. Salamanca Market).

7.0 Transport and movement

Summary

This topic addresses how the movement of people and goods associated with the Project can be safely and conveniently provided for. It also considers how these project movements impact the movement of people and goods for activities not related to the Project at Macquarie Point, across the Hobart waterfront, and on the Greater Hobart transport network.

Project movements are interrelated with the built form, land use and project activities - which are addressed in topic 3.0 Urban form planning and topic 6.0 Use and activity.

Project movements include all journeys, by all modes of transport (including driving, being a vehicular passenger, riding mass passenger bus and ferry transit, cycling and micromobility riders, and walking), and at all times of day, days of the week, and across seasons. It considers multimodal trips (where one or more modes of transport are used), interchange and end-of-trip facilities (including parking, loading, and pick up/drop off) associated with the door-to-door journey of people and goods to and from the stadium.

The Panel acknowledges that the background transport network and services in Hobart may already be constrained during the construction and peak operational time periods - especially on key corridors accessing the Stadium including the Tasman Bridge, Brooker Highway and Davey Street.

The Panel considers there are synergies between journeys in a transport system and some project journeys that could be reconsidered, retimed, or moved to different modes to mitigate travel demand impacts. However, the Panel considers that no adequate public transit service provision, transport infrastructure and operational agreements have been made, or are likely to be adequate, for the Project movements to function safely and conveniently at all times. The Panel considers these project movements would thus exacerbate background movement pressures and create additional transport issues in Hobart.

7.1 Pedestrian movement

7.1.1 Post-event pedestrian movement

Panel findings

(a) The Panel considers that the Project creates problematic pedestrian movement issues for event patrons and the broader community. These include a range of issues, with particular concerns relating to the safety, capacity and convenience of pedestrian movement pathways and options following high-capacity events.

(b) The Panel considers the scope of the Project proposal should extend to incorporate all necessary pedestrian infrastructure and management arrangements that would enable pedestrians to move to and from the stadium in a safe and convenient manner, including beyond the

immediate area of the stadium, as appropriate for the stadium to operate.

(c) The Panel generally considers that pathways adjacent to roads and signalised street crossings in the area have not been designed for, and lack sufficient space to enable changes, to accommodate pedestrian flows associated with a stadium. The Panel considers the pathways and crossings are not adequate in capacity or design to operate safely or effectively with the likely peak pedestrian movements under a range of post-event scenarios. The Panel considers the pedestrian access route proposed for the area of Davey Street between Evans and Hunter Streets is particularly constrained and has the highest potential for negative effects on pedestrian safety and convenience.

(d) The Panel considers that the primary pedestrian routes for the significant majority of pedestrians departing the stadium after an event (other than those using event buses or Regatta Point ferries) would be Davey Street and Franklin Wharf, commencing from the stadium and travelling south and west towards Salamanca and the city.

These routes would be desirable for, and therefore adopted by, pedestrians as they provide a direct, at-grade, and in places uninterrupted, pathway from the stadium to access a range of post-event destinations, including passenger transport, parking, accommodation, and social activities.

(e) The Panel considers it is essential that plans for the development of pedestrian infrastructure and management of pedestrian movement enable the Davey Street/Franklin Wharf routes towards Salamanca and the city to be used in a safe and convenient manner for peak post-event movements.

(f) The Panel acknowledges that there are a number of non-infrastructure management actions that may be taken to help mitigate pedestrian related risks and issues. These may include:

- providing post-event activities that encourage or direct people to exit the stadium over a longer period; and
- temporary measures such as clearly designated pathways, signs, physical barriers and enforcing attendants, and information technology.

The Panel considers, however, that in general, pedestrians would tend to take the most direct and convenient route to their chosen destination, even when that route is compromised in terms of capacity. A lack of suitable infrastructure or adequate space for safe pedestrian movement pathways is extremely unlikely to prevent a large proportion of people continuing to choose what they perceive or know to be the most direct route.

Noting the above, the Panel considers the extent to which management actions may be able to adequately modify pedestrian behaviour is not able to be assessed. Generally, however, the Panel does not consider

that management actions provide a feasible alternative to the provision of suitable permanent pedestrian infrastructure.

(g) The proposed operating timeframes for the stadium enable events to start and end during times that coincide with peak vehicle use of the existing road network. As outlined in section 7.3 Transport system effects of this draft IAR, the Panel considers the transport function of the state and local roads should be retained regardless of stadium operations.

(h) The Panel considers that it would not be appropriate for operation of the stadium to require full or partial closure of traffic lanes in the road network in the area, and specifically the state and local roads west of (and including) Davey Street to accommodate pedestrian movement. The Panel notes that Davey Street is a state road and a critical link between other parts of Tasmania to the north and south of Hobart.

(i) The Panel considers a 'Collins Street bridge' or other infrastructure that enables pedestrians to avoid crossing Davey Street and the Tasman Highway in the area directly adjacent to the stadium would likely provide an option for a safer and more convenient route for some pedestrians, especially those seeking to access locations in the Campbell/Argyle Street area and North Hobart.

Such a pedestrian route would likely reduce, to a limited extent, the peak use of Davey Street footpaths in the direct vicinity of the stadium, which the Panel considers to be particularly constrained. However, the Panel considers the majority of likely post-event destinations within walking distance of the stadium are more directly accessed via Davey Street/Franklin Wharf than a pedestrian bridge to Collins Street, which would be accessed by an indirect route. Such a pedestrian bridge would therefore be unlikely to change the desired route of the majority of pedestrians.

The Panel considers this potential infrastructure would be insufficient to alleviate the range of issues associated with pedestrian safety and convenient use of primary routes.

The provision of a continuous pathway to the southern section of Collins Street is likely to funnel a continuous, large, low speed crowd into a section of the network that has significant pedestrian movement and capacity constraints. Without significant and permanent changes to that pedestrian environment, the Panel considers any broader benefits of a pedestrian bridge may not be realised and the bridge is likely instead to introduce pedestrian capacity and safety issues into new areas.

The Panel notes that there is no defined proposal for a 'Collins Street bridge' to assess, other than a conceptual outline of a general location. The Panel's consideration here is of the bridge as a concept only, and it is therefore not possible to find that it is necessary for the operation of the Project, or that it would sufficiently resolve issues with pedestrian safety, capacity and convenience.

(j) The Panel considers there is a range of small-scale pedestrian infrastructure alterations necessary for the operation of the stadium that could be considered to assist with pedestrian movement issues. These could include, for example:

- temporary expansion of the footpath on Davey Street between Evans and Hunter Streets
- expansion of the footpath adjacent to Victoria Dock (parallel with Davey Street) by temporary removal of parking bays; and
- provision of a clear and unobstructed pathway around the southern section of the Evans/Hunter Street block.

Noting there is very limited spatial scope to increase widths, areas and capacity for pedestrian movements within or around the stadium site, the Panel considers that these kinds of improvements would not be sufficient to cater for peak pedestrian demand under a range of likely scenarios. The Panel considers that as proposed, and even including the opportunities listed above, the Project does not include the necessary pedestrian infrastructure and management arrangements to ensure safe and convenient pedestrian movements.

(k) The Panel considers that to more adequately alleviate issues limiting safe and convenient pedestrian movement, it is essential there are further significant improvements to key pedestrian routes in terms of locations, connection lines and points, crossings, path widths, levels and assembly areas. This would need to include:

- providing direct, safe and convenient means of adequate capacity for projected numbers of people to move from Evans Street through to the Franklin Wharf
- improving the design and management of footpaths used for queuing prior to crossing signalised intersections; and
- providing direct, safe, accommodating and convenient access from the Franklin Wharf route through to key locations such as the central city bus interchange.

(l) The Panel considers that pedestrian planning for the stadium should be linked to the opportunities that improve pedestrian outcomes for the city more broadly to achieve an integrated outcome. Consideration should be given to options identified that could improve workability of the stadium proposal and enhance outcomes for Hobart as a whole. This could include the following proposals, for example:

- an opportunity exists to provide a mid-block pedestrian link on Crown land at Hunter Street, which is currently used by the University of Tasmania. A pathway in this location would provide a more direct link to the Franklin Wharf pedestrian routes and avoid more constrained parts of the pedestrian network. It would be likely to provide significant benefits during events as well as improving the permeability of this area more generally

- the Central Hobart Plan identifies a new proposed link between the waterfront pedestrian precinct and the central city bus interchange at Franklin Square. This would improve pedestrian movement for stadium events as well as generally strengthen the pedestrian connection between the city and the waterfront, which has been a long-term aspiration for the city; and
- the existing railway roundabout pedestrian pathways are underused and not currently designed to provide a clear, convenient and direct link from the ABC/Bahai centre block to Liverpool Street. The opportunity may exist to improve the design and connectivity of this infrastructure to assist in diversifying pedestrian routes.

(m) Overall, the Panel considers that the planning, development and operation of pedestrian routes that safely, comfortably and realistically cater for peak pedestrian movement scenarios relating to the operation of the stadium is a necessary element of the Project. This is considered to be an issue of critical significance for the Project.

Context

The Panel notes that:

- the Transport report (Appendix N, page xi) provided by the Proponent states that supporting projects considered to be essential for the stadium are the access road, the bus plaza and improvements to Hunter Street. All these projects include the development of pedestrian infrastructure; and
- the plans for the development of the stadium provided by the Proponent incorporate pedestrian infrastructure within the Proponent's proposed stadium project, and this includes land up to Evans Street and to part of the Tasman Highway. These plans do not include the 'essential' pedestrian infrastructure outlined above.

As proposed, the vast majority of people accessing the stadium would start or end their use of the stadium as pedestrians. The use and development of the stadium requires that suitable pedestrian infrastructure is in place to accommodate safe, convenient, and direct pedestrian movement for the numbers of people projected to be accessing and exiting the stadium. The provision of suitable pedestrian infrastructure, including any arrangements required for its effective use, is considered to be a necessary element of the operation of the stadium and is consequently part of the Project.

The Hobart City Council and the Department of State Growth (DSG) provided written submissions on the Project that include their views on matters related to pedestrian access and infrastructure. In addition, staff of both the Council and the DSG provided advice and comments related to key pedestrian routes and related issues as part of the consultation process for the preparation of the draft IAR.

Comments from the Department of State Growth staff noted that it is not possible to close lanes of Davey Street and the provision of a connecting link to Collins Street may assist in managing pedestrian behaviour and reduce the number of people using pedestrian routes on Davey and Macquarie streets. DSG staff also noted:

- it is not possible to close lanes of Davey Street to accommodate pedestrian movement and alternative solutions are needed
- the potential for future bus stops on Brooker Ave or the Tasman Hwy for a rapid bus network are not linked to or dependent upon a Collins Street bridge; and
- the provision of a connection linking the site to Collins Street may assist in pedestrian's changing their behaviour and reduce the number of people using pedestrian routes on Davey and Macquarie streets. They are not able to estimate the level of use of a 'Collins Street' bridge.

Comments from the Hobart City Council staff noted:

- the Collins Street bridge would provide a much needed and essential alternative to other pedestrian routes
- there is a significant amount of work needed on the design of the bridge
- there are few options to decant patrons from the stadium due to its location, but a full range of options needs to be assessed; and
- the number and proportion of people moving directly to the waterfront area is likely to alter depending on the type of events and the time of day/year of, but there needs to be an assessment of a large proportion of pedestrians moving to the waterfront.

7.1.2 Evacuation scenario pedestrian movement

(a) Safety is considered to be a critical requirement in the development of any new infrastructure and is of particular significance where the safety of large numbers of people may be at risk due to the nature of the infrastructure.

(b) The safe and effective operation of the stadium requires pathways that enable people to move to safe spaces within the broader city/waterfront precinct in the event of an evacuation. In an emergency scenario during an event at the stadium, the groups of people that need to be evacuated from the stadium include staff, teams, officials, performers, crew and/or patrons (premium members, guests and general patrons). At the same time, access to the stadium may be required by fire, ambulance, police and other critical emergency services.

(c) In the event of an emergency, people need to be able to reach safe evacuation points where they are no longer exposed to the risks associated with the incident. This should include a designated evacuation point, assembly area or safe zone within the stadium site or broader city/waterfront precinct. Adequate space is required so that the pedestrian demand can be met without:

- footpath congestion backing up all the way into the stadium, stopping people from evacuating
- causing road safety issues on the surrounding traffic network; and
- emergency services being unable to access the stadium.

(d) International standards for safety at sports venues are outlined in Guide to Safety at Sports Grounds – Sixth Edition (Green Guide) published by the UK Sports Ground Safety Authority, with evacuation times for full evacuation of the venue recommended to be a maximum of eight (8) minutes. The proponent has stated that it aims to meet this standard (see page 12 Annexure V, provided as further information on 31 January 2025).

(e) The Proponent has proposed that in the event of an emergency, general patrons would be directed to evacuate the stadium and disperse away from the immediate stadium site towards the broader city/waterfront precinct (see page 4 Annexure V, provided as further information on 31 January 2025). However, the development plans from the Proponent do not provide sufficient pedestrian pathway capacity either within the Macquarie Point site, or on the main pedestrian paths from the stadium to spaces within the broader city/waterfront precinct, to safely achieve an 8–10-minute evacuation for crowds over 24,500. As crowd sizes increase over this level, the risk from pedestrian congestion and longer evacuation timeframes increase.

(f) Furthermore, as Stadiums Tasmania has identified a need to accommodate crowd sizes of 35,000 – 39,000 at the site, plans for pedestrian evacuation and emergency vehicle access should be based on meeting this peak level of use.

(g) The Panel considers the broader areas surrounding the stadium would be overcrowded, and potentially unsafe, for emergency evacuation of the stadium as they include a number of barriers and bottlenecks inherent in the existing physical environment. These barriers and bottlenecks create pinch points that limit pedestrian capacity and flows, conflict with emergency vehicle routes, and would result in unsafe levels of congestion and likely unsafe behaviour by evacuating pedestrians and/or conflicts with other vehicular traffic.

(h) Likely key pinch points for pedestrian movement during an evacuation are shown in Figure 7.1.2.1 and include:

- movement through the bus plaza and northern access road
- movement through the ‘Aboriginal Culturally Informed Zone’
- movement on Davey Street and Franklin Wharf footways
- Davey Street / Tasman Highway pedestrian crossings; and
- Eastern perimeter of the stadium - particularly if the northern access road is closed to pedestrians.

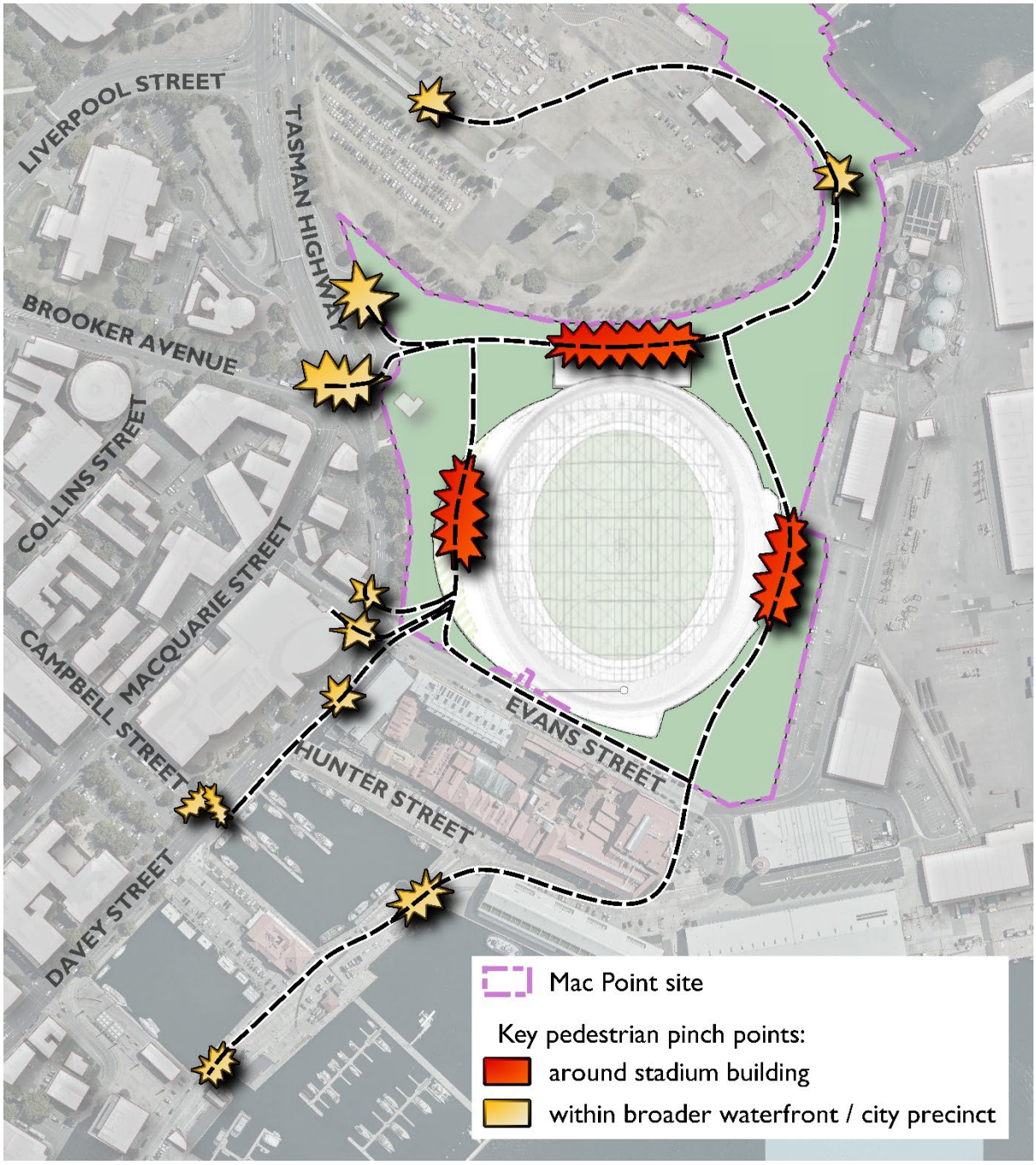


Figure 7.1.2.1: Likely pedestrian pinch points in the vicinity of the Stadium for 24,500+ patrons egressing

(i) During an emergency evacuation, emergency vehicles would need to access the stadium. Access routes are shown in Annexure V, provided as further information on 31 January 2025 - Emergency Management and Incident Response Report (Intelligent Risks Pty Limited, Rev B, January 2025), including a 6m wide vehicle path for fire appliances to access the periphery of the stadium and a secondary ambulance access via the northern access road.

(j) Emergency vehicles would likely be required to access the stadium during the 8 minutes that patrons are being evacuated from the stadium, and any vehicle access either before or after that time would

need a clear vehicle path in addition to the evacuating pedestrian pathway. The Panel considers this is likely to conflict with evacuating pedestrians on:

- Evans Street - particularly west of Gate 2
- bus plaza/northern access road
- northern perimeter of the Goods Shed - particularly if the northern access road is closed to pedestrians
- western perimeter of the stadium and through the 'Aboriginal Culturally Informed Zone'; and
- eastern perimeter of the stadium - particularly if the northern access road is closed to pedestrians.

(k) For these pedestrian pinch points to be mitigated effectively or avoided, the design of pedestrian and emergency vehicle routes including the location and width of these routes would need to cater for a range of peak crowd scenarios. The Panel considers the design and provision of suitable routes and pathways cannot be replaced by combination traffic management and evacuation procedures.

(l) Within the area immediately surrounding the stadium, the Panel considers it has not been demonstrated how sufficient (and preferably separated) space for pedestrian evacuation pathways and emergency vehicle access routes – notably on the northern access road, Evans Street, and the northern, western and eastern perimeter of the stadium would be provided.

(m) The development plans from the proponent do not provide sufficient pedestrian pathway capacity within the Mac Point site or from the stadium to spaces within the broader waterfront / city precinct to safely achieve an 8-10 minute evacuation for crowds over 24,500.

(n) Areas surrounding the stadium building and in the broader precinct would be overcrowded, and potentially unsafe, for emergency evacuation of the Stadium within 8-10 minutes for any event over 24,500 people unless substantially wider pedestrian evacuation paths are provided and there is effective mitigation of pedestrian pinch points through design, supplemented by emergency evacuation procedures and traffic management

7.2 Mass passenger transport and transport modes

Panel findings

(a) The Panel notes the proposal is for an aspirational mode share target of 60 per cent non-car mode share access to the stadium, including over one-third of patrons travelling to the stadium using mass/public transport services.

(b) A significant component of achieving the aspirational mode share target is a proposal to operate event buses to service significant events at the stadium. The Panel considers that the event bus concept proposed is

not capable of achieving the aspirational mode share target, nor could it operate as intended.

(c) The Panel does not consider that an event bus fleet could be compiled from the existing fleet to operate effectively to service the needs of a maximum crowd at the stadium. Substantial additional funding and long-term operating contracts would be required to provide an adequate bus fleet available at all event times (noting there are no proposed restrictions on the number or timing of events).

(d) The Panel considers:

- the cost of sourcing and maintaining a sufficient bus fleet that is constantly available for a service that would only function sporadically is likely to be a major limitation
- the time required to source the additional bus fleet estimated to be up to 80 new buses and the physical storage requirements have not been accounted for and are likely to be significant limitations; and
- sourcing and maintaining staffing to drive the fleet, particularly noting a current driver shortage in the state and the sporadic nature of the proposed operation, is likely to be a significant limitation.

(e) The Panel considers the design of the bus plaza at the northern access road would not provide for the event bus service as intended, as it does not adequately cater for, and has no apparent scope for amendment to accommodate:

- accessible bus services (for people with disabilities or mobility limitations) due to the curved kerblines
- dispersion of event bus services, within a reasonable waiting and journey time. (Based on the frequency and number of event bus movements stated in Appendix N page 178, the dispersion timeframe for a 31,500-person crowd would be 80 to 95 minutes - depending on the capacity of the buses, which is inconsistently stated as either 50 seats or 60 seats in the Proponent's reports).
- bus layby and layover; and
- sufficient waiting areas for patrons.

(f) There are insufficient bus stops for the planned level of event bus use even for an average sized AFL crowd of 20,825 people (see Appendix G page 42). Based on the Proponent's stated frequency of event buses leaving the stadium, the targeted 24.5% level of event bus patrons would take over 60 minutes to leave the site.

(g) The reports provided by the Proponent recognise that surrounding physical constraints and area proposed for the bus plaza have resulted in the eight bus stops proposed for event buses being on a curved road and that this is not 'ideal for universal access'. To ensure there is flexibility to use the bus plaza for public passenger operations, the

Panel considers there is significant merit in all bus stops being designed to comply with the disability standards for public transport.

(h) The Panel considers there is insufficient space on the site to accommodate waiting areas for patrons catching the event buses after an event (see also section 7.1.2 Evacuation scenario pedestrian movement of this draft IAR). The Panel notes there are inconsistencies in the Proponent's reports, where in some instances spaces adjacent to the bus plaza are shown as waiting spaces, and in other indicative plans the same areas are shown for landscaping or artwork, which would be inconsistent with allowing for large gatherings of people.

(i) The footpath and waiting area adjacent to the eight event bus stops is likely to be overcrowded for the majority of the first hour for patrons leaving a 24,500 person event. For higher capacity events crowding would be worse.

(j) Significantly larger queuing / footpath areas would be required to provide a functional and acceptably comfortable event bus service for patrons of large events. For example, the Proponent expects approx. 7,730 people at a 31,500 crowd event to depart the site using event buses (Table 5.14, App N). The drawings of the bus plaza provided by the Proponent show a queuing / walkway area adjacent to the eight event bus stops with a total area of approx. 1600sqm. To achieve a pedestrian environment where people's circulation and movement is somewhat restricted due to difficulty on passing others (Fruin Level of Service C), it is likely that an additional area of approx. 1200sqm would be required. Given the constraints in the area it is not clear how this type of area could be achieved.

(k) The Panel considers the likely level of service, frequency of trips, comparative travel timeframes, and convenience of service for users of the proposed park-and-ride event buses are not capable of achieving a sufficient level that would encourage the volume of anticipated use.

(l) The Panel considers the aspirational targets of patrons who would choose a park-and-ride event bus are unlikely to be achievable. This mode requires both a car and bus trip. The Panel considers, based on established patterns of behaviour in the Tasmanian context, that a high proportion of those with access to a vehicle are more likely to complete their full journey by driving or a lift, as:

- it does not involve the inconvenience of transferring between vehicles
- it allows flexibility for arrival and departure times and pre/post-event activities; and
- even with on-street parking restrictions in some nearby areas such as the Glebe, there is likely to be ample free or low-cost parking within walking distance comparable with the time it would take to wait for an event bus.

(m) The Panel considers that an event bus option may be more desirable if it were free, high frequency, very time efficient, disability accessible,

and included a wide transport network connecting people directly from/to their origin and destination, and scheduled over an extended period of time to allow for flexibility. There would be significant costs and logistical issues related to establishing such a service.

(n) The Panel considers ferry services would only be suitable for a very small group of event patrons, and this proposed service relies on development of a currently unfunded and uncommitted new ferry terminal at Regatta Point.

(o) The Panel considers that the proposed 'optimum' level of transport solutions rely heavily on external, unfunded and uncommitted conceptual public services and infrastructure that may not eventuate, including a rapid bus network and ferries, and some of the proposed/potential park and ride facilities. In addition, critical infrastructure to support the transport services accessing the stadium site, such as the northern access road, event bus plaza and enhancements to pedestrian pathways, are not fully designed or committed to and are unfunded (or in the case of the northern access road, funded only for design 'scoping and development'). There is therefore no certainty as to when or if these services and infrastructure can be delivered.

(p) The Panel considers that the plan for transport to the stadium is vision-led and unrealistic. To achieve this aspirational plan, the event bus proposal has to be based on a service that is capable of achieving a combination of time, cost and convenience benefits for users. While the event bus concept can and should also be supported by a promotional campaign to encourage use, in this case the level of behavioural change that is expected to result from such a campaign is not considered realistic. The Panel notes the aspirational target for mass/public transport mode-share is substantially higher than observed patterns of non-car mode share trips in Hobart and Greater Hobart. The Panel considers that the event bus concept proposed is not capable of achieving the aspirational mode-share target.

There is a strong and established behavioural pattern of private car use in Tasmania, particularly outside peak commuting periods. The Panel considers that this creates a very substantial challenge for increasing mass/public transport for singular events. The Panel also notes that it has not been demonstrated how the aspirational target for mass/public transport mode-share could be achieved.

(q) The Panel considers the result of a lower than proposed mass/public transport mode share is that a larger share of patrons would rely on private vehicle trips (parking or dropping off). This would result in an increase in pedestrian trips to associated parking and pick-up and drop-off locations within the vicinity of the stadium, which would exacerbate issues associated with pedestrian movement (see section 7.1.1 Post-event pedestrian movement of this draft IAR).

(r) The Panel considers that any mass/public transport services that are provided for the stadium should be linked to opportunities that improve

accessibility, travel choice, and sustainable transport outcomes for the city. As proposed, the Panel considers the event bus concept is not designed to achieve access outcomes for people and communities with transport disadvantage.

Context

The Department of State Growth (DSG) provided written submissions on the Project that included its views on matters related to public transport. In addition, the staff of the DSG provided advice and comments related to public transport and related issues as part of the consultation process for the preparation of the draft IAR.

Comments from the Department of State Growth staff noted that:

- any public transport examples or precedents adopted from other capital and major cities are not appropriate for Hobart. Hobart has limited public transport options and a bus fleet that is not equipped to provide mass public transit
- Metro bus fleet has approximately 140 non-articulated buses. While some of them would be able to contribute to the stadium's needs during the weekend, almost all of them are committed to public transport needs during commuting and school hours
- the limited number of events hosted by the stadium annually may not justify the purchase of additional buses to assist the operation of the stadium. Other commercial opportunities are likely to be required
- Northern Suburbs Transit Corridor is being planned in stages, and actual investment in infrastructure or services is not funded; and
- the technical matters associated with the design of the northern access road can likely be resolved. The cost of the Project in terms of its use benefits has not been investigated.

7.3 Transport system effects

This section considers the impact of stadium-related journeys during the construction stage and once events are being held at the stadium on the Hobart traffic network and car parking locations. Both planned and unplanned events (including accidents and incidents) have been considered.

Panel findings

Mode share assumptions

(a) The Proponent proposes to mitigate traffic network impacts by minimising traffic generated by construction and events at the stadium.

(b) The Proponent's non-car journey mode share targets of 60% (base) and 70% (stretch) (as stated in Appendix N, Transport Study) are dependent on adequate public and active transport provision and travel demand management (including initiatives that support people reconsidering, retiming and remoding their journeys).

(c) The Panel does not consider that these mode-share targets are achievable with the existing journey behaviours, traffic network and public

transport service provisions and does not consider public behaviour change expectations to be realistic. As a result, a higher level of car use by patrons attending events at the Stadium should be anticipated and planned for.

Construction Traffic

(d) The Proponent intends for construction vehicles to access the stadium site via the northern access road and Evans Street. The impact of traffic generated by construction of the Project - on both the existing traffic network and construction traffic generated by the Macquarie Wharfs redevelopment project - has not been assessed in the Proponent's reports. The Panel notes it is likely that the construction phase of the Project will likely coincide with construction of the Macquarie Wharfs redevelopment project, which would exacerbate construction impacts.

(e) The Panel considers there is likely to be localised traffic congestion on Davey Street and Evans Street due to construction traffic. The Panel notes there is expected to be a very high level of daily construction vehicle movements. The Proponent estimates 50-55 movements per day on Evans Street for up to 180 days (Appendix AA, page 52). The Panel considers, however, that the amount of materials to be excavated is likely to be higher than predicted in the Proponent's reports (see section 8.4 Excavated material management of this draft IAR), and therefore the daily number of construction vehicle movements is likely to be higher than the Proponent states. The Panel notes that further information provided by the Proponent (Annexure B, 14 February 2025, page 1) states that construction of the underground car park alone will generate up to 140 truck movements per day over a period of at least 30 weeks. Evans Street is the only practical entry point to the Port of Hobart for heavy vehicles and the Panel considers it is important that construction of the stadium does not have undue impact on TasPorts operations.

(f) The Panel considers it may be desirable that an extension to McVilly Drive (to create the northern access road) is constructed prior to the stadium building, to provide additional access to the stadium site for construction vehicles and reduce congestion risks on Davey Street. However, this has not been proposed by the Proponent, nor assessed for suitability.

Network congestion once the stadium is operational

(g) Some background transport movements on the Hobart network are already close to being constrained due to transport network congestion, or demand exceeding supply. The Proponent's reports state that in 2030, key corridors including the Tasman Bridge, sections of the Brooker Highway, and Macquarie and Davey Streets are expected to be highly congested (with unstable vehicular speeds and formation of waiting lines on the network) in both the morning and evening peak periods even without event demands (Appendix N, Page 31). Further congestion from stadium traffic at these locations can cause gridlock at city hotspots and create shockwaves throughout the Greater Hobart traffic network into the neighbouring areas of Clarence, Glenorchy and Kingborough.

(h) At regional locations, the Panel anticipates there will be local congestion on the traffic networks accessing each of the proposed key public transport nodes which are to be serviced by event bus services in Greater Hobart. These nodes include the existing Park and Ride site in Huntingfield and potential future Park and Ride sites at Claremont, Rokeby, Wilkinson Point, Kingborough Sport Centre, Kangaroo Bay and Geilston Bay. There is likely to be an overlap in travel demand between regular commuters and event patrons in the late afternoon to evening peak hour at each of these sites. The Proponent has not provided local traffic management and/or car parking provisions, without which the Panel considers it likely that localised traffic congestion will occur.

Network operations for events

(i) Network operation changes can be implemented for planned (peak hour traffic management and major events) and unplanned incidents (including accidents) on the network. Solutions can include lane closures, contra flow operations, changes to traffic signals and digital sign messaging, and are managed by the Department of State Growth.

(j) The Panel considers that events at the stadium should be treated as routine activities, and that they should not negatively impact existing network operations. Tasmania Police are often utilised in managing traffic for major one-off (usually community-based) events, but the Panel considers this should not be the default arrangement for regular events being staged at the stadium.

(k) In comparison to similar cities, due to the one-way street couplets and geographically constrained key access routes, the Hobart CBD traffic network is not resilient and is prone to unplanned incidents creating ‘shock waves’ of congestion through the network. Unplanned incidents, such as crashes, occur regularly across the network. Most incidents are quite small and there is an incident response plan in place to deal with them. The Panel considers, however, that any increase in traffic volume on the network makes it more difficult for incident response plans to be effective. Stadium-related traffic will place additional pressure on traffic operations and make the network even less resilient to responding to unplanned incidents.

(l) Communications and variable messaging are also utilised to advise of planned events and respond to unplanned network incidents. The Proponent’s signage strategy (Appendix Z) has been exclusively developed for the stadium and immediate precinct, but does not include regional transport related signage or wayfinding strategies to support network wide incident management and event facilities (including bus rapid transit and park and ride operations).

(m) The Proponent has not yet agreed with the Department of State Growth on how event traffic will be managed and what the network operation protocols will be. The Panel considers there is a risk that even with substantial network operation changes (including police management, traffic signal retiming, and tidal flow lane operations on the Tasman Bridge altered) that traffic network congestion generated by planned events at

the stadium could not be mitigated. Furthermore, it will reduce the resilience of the network to respond to unplanned incidents.

Car Parking, pick up and drop off

(n) The proposed multi-level underground car park accessed from the Tasman Highway via the northern access road would contain up to 560 car parking spaces, with up to 300 of these spaces identified as being available for specific stadium users (such as teams, officials, members and corporate patrons). The Panel considers the number of car parking spaces in the underground car park is an adequate level of provision for the designated activities it will supply in the Macquarie Point precinct as a whole, but the Proponent does not propose that it will provide any on-site parking spaces for general patrons of the stadium. The Panel considers access to the underground car park during event periods would be restricted by congestion on the northern access road, particularly due to event buses. It is noted that the Proponent's reports state that the abutting road network will operate near capacity during the 2030 base case scenario without stadium development (Appendix N). The lack of network and intersection capacity restricts any higher provision of car parking at the site.

(o) The Proponent does not intend for patrons to use on-street parking at the waterfront or in the Hobart CBD, and proposes typical on street parking management measures to discourage parking in some areas with particular parking pressures (such as neighbourhood parking restrictions in Glebe). However, the Panel notes there would be a significant number of unrestricted parking options within reasonable walking distance of the stadium, and that patrons are likely to seek to utilise these at a higher rate than anticipated by the Proponent.

(p) Very limited mobility hubs, taxi, disability drop off and pick up and permit parking zones have been identified in the Hobart CBD for use during events at the stadium. These facilities are not for the sole purpose of the stadium, and the Panel considers they are unlikely to meet patron demand for pick up and drop off - especially when simultaneous events are happening at other venues in the CBD or at the waterfront. For example, the public off-street Dunn Street car park is already heavily utilised, and the Panel considers that it is an unsuitable location for a mobility hub to service events at the Stadium.

7.4 Parking

Panel findings

(a) The transport reports provided by the Proponent outline that for a 31,500-event crowd, approximately 2000 car parking spaces would be required in the vicinity of the stadium for the 19% of people who choose to drive, park and walk to the stadium.

(b) As the timing of many events is outside core business and education times, there is likely to be a very large supply of free and low-cost on-street and off-street parking within convenient walking distance of the stadium, both within the city and its fringes, and adjoining residential areas. Generally, the decision of stadium patrons to drive and park would not be determined by a lack of car parking opportunities.

(c) Some of the multi-storey car parks across the CBD area are congested during peak times. The level of congestion may increase following a major event where a large proportion of users are leaving car parks simultaneously. The Panel considers this and the associated payment may deter some event patrons from using large multi-storey car parks in preference for on-street parking spaces. The Panel further notes that the Proponent has not made agreements with off-street parking providers (including Hobart City Council and private operators) for off-street parking capacity to be available for event patron parking.

(d) As detailed in section 7.2 Mass passenger transport and transport modes of this draft IAR, the Panel considers it is likely there would be more stadium event patrons completing their journey by private vehicle and parking than anticipated by the Proponent, which is likely to exacerbate pedestrian movement issues (see 7.1.1 Post-event pedestrian movement of this draft IAR).

(e) In relation to parking restrictions, the use of on-street parking in residential areas close to the stadium by event patrons is likely to create a local community demand to enable residents with parking permits to continue to park close to their houses. The community benefit of extending resident parking permits is likely to be high in areas of the Glebe, but may also include areas such as the northern area of Battery Point.

(f) The Hobart City Council owns and/or manages a range of facilities on the Domain such as the aquatic centre and tennis centre, which are used by people across the region. Many of these facilities provide ‘on-site’ car parking for patrons which is close to the proposed stadium and is likely to be used by stadium patrons.

(g) New management measures would be required at some of these facilities to ensure that users continue to have access to dedicated parking areas (see section 6.2.3 Upper Queens Domain of this draft IAR). Use of the Domain area more broadly for car parking by event patrons is likely to result in increased pedestrian movement across the Bridge of Remembrance, which is a relatively safe pedestrian route that diverts those patrons from using higher risk pedestrian routes in other

areas south of the stadium (see section 7.1.1 Post-event pedestrian movement of this draft IAR).

(h) The Proponent has proposed that 300 car parking spaces in the underground car park adjacent to the stadium would be made available to ‘corporate’ patrons.

(i) A substantial number of the targeted 26% of patrons who are expected to use event buses would require parking adjacent to bus stops to use this service. The level of parking facilities required for the event bus service to function as envisaged is substantially higher than the park and ride facilities that have currently been provided (or designed and/or funded) for commuter use. Where event bus stops occur in locations that do not have dedicated park-and-ride facilities, local use of parking spaces would likely be displaced by event patrons, impacting local residents. The actual location of event bus routes and associated bus stops and park-and-ride facilities is not currently known.

8.0 Environmental effects

Summary

This topic addresses the environmental effects of the Project, including both construction and operation phase issues that relate to the characteristics of the site and the proposed design and operation of the stadium.

Environmental effects are closely interrelated to the built form of the area, transport and movement, economic effects, and use and activity of the Project, which are discussed in other sections of this report, but are not discussed in detail under this topic.

Overall, the Panel finds that the limited understanding of the current contamination conditions of the site, and the consequent uncertainty on contamination and disposal requirements are likely to affect the cost and timeframes of construction. Construction noise, particularly during excavation, is likely to adversely affect the amenity of adjacent land users. Operational noise and lighting would be most impactful on adjacent residential amenity, particularly during night time events. Stormwater released from the site would not achieve water quality targets, and the effect of this release on marine ecology remains unknown. The piped stormwater system does not have capacity to manage runoff from flood events, but the potential contribution of the Project to flood events remains unknown. Wind comfort levels for sitting and strolling at key waiting areas such as entrances and the bus plaza are expected to be generally poor.

8.1 Site contamination and suitability

Panel findings

(a) Legacy contamination is a feature of the broader Macquarie Point development site due to a sustained history of industrial use including rail, gasworks and bulk fuel storage and handling, as well as the reclamation of large areas from the estuary using uncontrolled fill. Consequently, areas of contamination are a feature of the development site, albeit patchy in extent.

(b) Site contamination is present in both shallow fill material and within the underlying groundwater, especially where contamination is mobile and can migrate vertically to groundwater and then as a plume horizontally. Contaminant characteristics include asbestos, petroleum hydrocarbons and metals, sometimes overlapping in distribution.

(c) The Panel notes that for any development on this site, a thorough understanding of residual site contamination is required to inform whether it represents an unacceptable risk to human health or the environment, in the context of both construction activities and end use phases. Ultimately, the assessment of contamination must determine the suitability of the site for its intended use and whether there are requirements for management and/or remediation of contamination to achieve suitability.

(d) The Panel notes contamination characteristics of excavated material to be removed from site during bulk earth work (site preparation) are also key to

determining disposal costs. The level of contamination classification dictates disposal options, with increasing costs as contamination levels increase. This is addressed further in section 8.4 Excavated material management of this draft IAR, as this aspect could represent a material cost to the program.

(e) Existing contamination investigation programs have identified a number of 'areas of notable impact' (see Appendix LL, 22 October 2021, page 13, and Appendix V, 17 June 2024, page 22). These include more than three separate plumes of floating fuel and a tar plume, all located beneath the stadium building footprint. The Panel considers each of these areas has potential to represent varying risks to both construction workers and future users of the stadium, such as increased risk of vapour exposure (including vapour intrusion into overlying occupied structures, as relevant) and/or direct contact with contamination.

(f) While the Panel acknowledges selective remediation works have been completed across the site, the remediation objectives are aligned with the previous development for the former Macquarie Point Reset Masterplan 2017-2030, and not the Project (which requires bulk excavation and subsurface development). Therefore, the Panel notes that gaps remain in understanding the contamination characteristics, extent and residual risks of excavation into contaminated areas. These gaps, and the works required to address them, have been identified by the Proponent but this additional data is not currently available (see, Appendix V, 17 June 2024, section 7).

(g) The Panel notes that the Proponent considers there are no known residual contamination issues that are considered to represent a potentially unacceptable risk to the use of the site, but it is uncertain as to whether additional remediation is required, due to the knowledge gaps (see Annexure S, provided as further information on 31 January 2025, pages 2-4).

(h) However, the Panel considers that without this additional contamination data, there remains uncertainty as to whether there is any site contamination that cannot be effectively managed, and whether additional remediation is required and how this would affect any site suitability assessment.

(i) The Panel notes that the construction of the basement car park below standing water levels represents a large impermeable barrier that has the potential to impact contaminant flow directions and velocities, and therefore risks to receptors (construction workers, future site users and down-gradient ecological receptors). The Panel considers that this is particularly relevant as residual groundwater contamination has been identified adjacent to the proposed basement car park. The Panel notes the existing hydrogeological model (Appendix FF, 17 July 2024) does not include an assessment of likely changes during construction and after development, and therefore the associated risks are difficult to assess at this stage.

(j) The Panel notes that a preliminary assessment of acid sulfate soils has been undertaken but does not clearly show testing was designed around the stadium construction requirements (Appendix KK, 2 August 2024). The preliminary assessment does identify that some material (estuarine sediments) will be potentially reactive and require management under an acid sulfate soil plan, but this has not been provided to the Panel. The Panel considers that the consequent implications on treatment and for the management of construction dewatering on surrounding reactive higher risk sediments, is uncertain.

(k) The Panel considers there are knowledge gaps as a result of prior investigations being primarily aligned with the development plan for the former Masterplan and not the stadium plan. Therefore, there remains uncertainty as to the extent of characterisation of materials for off-site disposal.

(l) The Panel considers that the key implications of not having a suitable understanding of the site's contamination characteristics would be the potential for impacts to the construction timeline and unanticipated additional material costs associated with remediation requirements and/or additional engineering controls to ameliorate any additional contamination risks.

(m) The Panel notes that ideally a full understanding of a site's contamination would be known during the assessment stage, so that prior to any use or development being approved there is an understanding of the reasonable likelihood that the design and scale of a use is suitable. Normally, in situations where the risk of a use not being suitable is very low, a permit could be conditioned to require a site suitability statement confirming if a site is suitable for particular uses. A site suitability statement is ultimately made by an independent accredited Contaminated Land Environmental Auditor in accordance with the requirement of the National Environment Protection (Assessment of Site Contamination) Measure 1999 (site contamination NEPM).

(n) The Panel notes the site contamination NEPM, which is a State Policy, provides for authorities that consent to development or changes in land use, that should ensure the site is suitable for the intended use. The Panel considers it is uncertain whether the provisions of this policy can be met, given the current information gaps on contamination levels and remediation requirements.

Context

No current Site Suitability Statement (and accompanying Contaminated Land Environmental Audit Report) has been prepared for the stadium development. A number of Site Suitability Statements have already been issued for sections of the broader the Macquarie Point Development Corporation site, but they do not cover all areas of works associated with the Project. These statements are relevant for the former Macquarie Point Reset Masterplan 2017-2030, but not the Project, and will require further review and approval by a Contaminated Land Environmental Auditor.

The additional information provided by the Contaminated Land Environmental Auditor (13 February 2025) identifies the gaps and subsequent requirements to fill

them before risks can be suitably considered to inform a Site Suitability Statement for the stadium development.

It is acknowledged that suitability statements can be issued with conditions (recommendations) prior to construction, but they carry the risk that in order to meet prescribed conditions unanticipated additional controls cannot be practicably addressed by engineering measures, that ultimately result in material impacts to program time and costs.

The EPA in its submission under section 21 of the Act, dated 24 October 2024, notes key issues of the lack of development-specific Environmental Auditor's Site Suitability Statements, and that the Proponent's supporting documents are not fit for purpose. The EPA provided a detailed discussion of issues and potential risks consistent with the Panel's findings. The EPA considered that the preliminary nature of the Proponent's reports invalidated some conclusion statements, assessment findings, and the appropriateness of proposed management measures identified in those reports.

8.2 Groundwater

Panel findings

(a) Shallow groundwater is an important feature of the stadium development footprint as the area is low and flat, and originally shallow beach/ shoreline that has been reclaimed with fill over the last 150+ years. Groundwater is typically encountered within approximately four to five metres of the current ground surface.

(b) Under the previous development Masterplan for Macquarie Point, ground disturbance was to be minimal, so exposure to groundwater was not a key factor for consideration for construction or future site use.

(c) The Project, however, requires substantial excavation to varying depths, and consideration for management of groundwater is an important consideration.

(d) Legacy contamination is a feature of the broader Macquarie Point site due to a sustained history of industrial use. Consequently, varying degrees of groundwater contamination are features of the area, albeit patchy in extent.

(e) Where excavation is close to and/or within contaminated groundwater, development costs and construction timelines have the potential to substantially increase if the groundwater characteristics are not well understood and considered.

(f) The base of the excavation beneath the main oval comes within approximately one metre of known areas of residual floating fuel on groundwater. The Panel considers this has potential to result in additional risks (associated with vapour exposure) to construction workers and to a lesser extent, future users of the stadium.

(g) The basement carpark excavation is proposed to be up to five metres below groundwater levels, with an area of over 8,000m^2. This would inevitably result in groundwater entering the excavation site.

(h) The Panel notes that during construction, dewatering of the site would be necessary to remove groundwater and allow for excavation in dry and stable conditions

(i) Groundwater removed from the excavation would require management and disposal during construction. However, given the scale, depth and location of the basement carpark excavation, the Panel considers groundwater recharge rates could be significant, and levels of contamination could potentially limit untreated groundwater disposal options. There is also uncertainty on the potential for adjacent groundwater contamination to be drawn towards the excavation, exacerbating existing issues and further contaminating the extracted groundwater.

(j) The Panel considers the assessment and management of risks to construction workers and the management of groundwater are key issues for the project. The Panel notes miscalculations of contaminant risks or the quantity and quality of groundwater for disposal may have significant impacts to development costs and time to meet environmental standards and requirements.

(k) The Panel considers there are notable knowledge gaps relating to contamination, as previous site investigations were primarily aligned with the development envisaged by the former Macquarie Point Reset Masterplan 2017-2030, and not the Project. Therefore, there remains uncertainty as to whether further remediation would be required for the Project, noting that an Environmental Audit cannot be completed if further remediation is required.

(l) The Panel also considers, and notes from reports provided by the Proponent such as Annexure B provided as further information on 14 February 2025, that there is uncertainty whether the quantity and quality of groundwater to be managed has been sufficiently calculated and/or modelled in order to develop construction management strategies associated with pumping rates, on-site storage, treatment and disposal options.

(m) The Panel notes that disposal options to either stormwater or sewer have sensitive criteria on water quality and total petroleum hydrocarbons, metals and the like that may be difficult to achieve or that may even preclude these disposal options.

Context

The proponent's reports (September 2024) provide very limited reference to dewatering characteristics or management requirements, with the Site Management Plan and Construction Management Plan providing no reference to dewatering. The additional information provided by the Proponent (Annexure B, provided as further information on 14 February 2025) introduces potential inflow rates, but how these have been calculated is not provided. Typically, rates are based on groundwater pump tests and associated modelling specific for the development scenario, to provide a sufficient level of confidence for management options and costs to be developed. Without such considered and detailed assessment works, differences

between preliminary estimates and actual groundwater inflows of an order of magnitude can occur.

The Proponent does have an existing body of groundwater data and a network of groundwater monitoring bores within and surrounding the footprint of the proposed stadium development that can be utilised (at least in part) for these purposes. While a simple groundwater model has been developed it did not include an assessment of dewatering requirements or site contamination.

The extent to which the associated costs for managing groundwater storage, treatment and disposal have been included in the development costs is not identified within the information provided.

The EPA in its submission under section 21 of the Act, dated 24 October 2024, notes the Project's interaction with groundwater poses a significant environmental risk, that has not been adequately assessed by the Proponent's reports. The EPA provided a detailed identification of issues particularly related to groundwater contamination and additional issues such as the potential to cause settlement and subsidence resulting from drained soils.

8.3 Stormwater

Panel findings

(a) Developments inherently change the stormwater flows for the footprint they cover, especially where the existing environment predominantly consists of unsealed surfaces, rather than impermeable surfaces.

(b) The extent of stormwater capture associated with the stadium building and large impermeable paved areas would represent a significant change to the flows across and leaving the Macquarie Point site.

(c) The current site drainage at Macquarie Point consists of several catchments serviced by stormwater systems discharging to Hobart Rivulet to the north, Victoria Dock to the south-west and through TasPorts land to the east.

(d) The Panel notes that the Proponent's services report shows there is generally sufficient capacity to dispose of stormwater using the existing stormwater systems (Appendix BB, August 2024, page 19-21). However, the Panel notes that the capacity of some stormwater pipes has not been validated and is an assumed capacity.

(e) The Panel notes that during flood events (1% Annual Exceedance Probability) the runoff from the stadium roof would exceed the available capacity of stormwater systems that are proposed to be connected to the stadium roof (Appendix BB, August 2024, page 21). The Proponent intends to rely on designing overland flow paths to cater for excess water during flood events (Appendix BB, August 2024, page 21).

(f) The Panel considers there is likelihood that the reliance on overland flow paths to manage stormwater during flood events may intensify flooding in the nearby area, particularly in the vicinity of the intersections of Davey Street with Hunter and Campbell Streets. The Panel notes that the Proponent's flood modelling (Appendix W, 23 August 2024) does not

consider the potential for the Project to cause or contribute to flooding on adjacent land.

(g) The State Policy on Water Quality Management 1997, and its framework for achieving water quality objectives, sets stormwater-management discharge-targets within the State Stormwater Strategy, December 2010. These discharge targets are set as a percentage reduction in total suspended solids, total phosphorus, and total nitrogen, when compared to the site with no stormwater quality management.

(h) The Panel notes the Proponent's proposed management of stormwater via bio-retention systems connecting to the stormwater system would not achieve the discharge targets when the stormwater from the stadium roof is included (Appendix S, 26 August 2024, page 30).

(i) The Proponents' stormwater report acknowledges there are limited options to reduce contaminant loads off large roof areas, with the exception of capture and re-use, but that space constraints appear to limit treatment options (Appendix S, 26 August 2024, page 31).

(j) The Panel notes that details of proposed bio-retention swales, litter traps and the like, including their on-ground locations, has not been provided. Consequently, the Panel considers there is no evidence there is sufficient space within the site to accommodate the amount of area that would be required for the bio-retention system (see Appendix S, 26 August 2024, page 26).

(k) The Panel notes the stadium building design does not include any capture and reuse of stormwater from the stadium roof.

(l) The Panel considers the capture and reuse of stormwater from the stadium roof would likely be costly and challenging to implement within the current stadium design, but would likely be necessary to meet stormwater discharge targets.

(m) The Panel further considers that if the stormwater discharge targets are not likely to be met, there may be an increased risk to impacts on the marine ecology of Timtumili Minanya/River Derwent.

(n) The Panel notes construction stage stormwater controls are proposed to include sediment ponds adjacent to excavations for treatment prior to approved disposal (Annexure B, provided as further information on 14 February 2025). These ponds are also proposed to be used to manage groundwater dewatering activities. Given the apparent gaps in understanding groundwater dewatering demands (see section 8.2 Groundwater of this report), the Panel considers there are associated gaps in understanding whether the ponds have sufficient capacity and treatment capability to meet these combined demands.

8.4 Excavated material management

Panel findings

(a) The Project site has notable subsurface features requiring excavation to varying depths, including fill/waste, legacy contaminated material, estuarine sediments and underlying weathered rock.

(b) The Panel notes that while the Proponent's latest report indicates material required to be excavated is approximately 295,000 tonnes (see Annexure B, provided as further information on 14 February 2024, page 2) some of the proponent's reports include inconsistent stated volumes of excavated material, and no information on the methods/models used for calculation has been provided.

(c) The Panel notes it is uncertain if additional excavated material associated with bore pile cuttings, utility trenches, the northern access road and the like (which can be significant) is included in the most recent estimates. Consequently, the Panel considers the amount of material to be excavated is likely to be underestimated.

(d) The Panel notes that the potential for re-use of excavated material on site is not discussed in detail in the Proponent's construction management plan (Appendix AA, August 2024), and assumes there is limited re-use potential.

(e) There is a responsibility under the Environmental Management and Pollution Control Waste Management) Regulations 2020, to treat, or sample and analyse, any waste that is reasonably suspected of being a controlled waste before disposal off-site.

(f) The Proponent advises that there is little spatial availability for site remediation and retention of materials onsite which suggests contaminated materials may be disposed of off-site, and that excavated materials would be classified into appropriate contamination levels in accordance with the EPA's *Information Bulletin No. 105 - Classification and Management of Contaminated Soil for Disposal, 2018*.

(g) The Panel notes that classification of soil contamination levels usually requires segregating, sorting, and sampling of excavated materials on site prior to disposal, and in-situ sampling is generally not a recommended approach (see EPA's Information Bulletin No. 105, page 4). The proponent undertook in-situ categorisation of soil for disposal in December 2024 (excluding the underground car park), but no results have been provided to the Panel (Annexure S, provided as further information on 31 January 2025, page 5).

(h) While the Panel considers in-situ categorisation may reduce excavation timelines, it remains likely that onsite segregation, sorting and sampling would remain necessary to adequately categorise all excavated materials. Given the spatial limitations of the site, the Panel considers that

excavation timelines may be longer than predicted. The Panel also notes that the Proponent's advice on excavation timelines is variable ranging from 8-10 months to 3 months for the whole site and 7-8 months for just the underground carpark (see Appendix AA, August 2024, page 16, Annexure Q, provided as further information on 31 January 2025, page 20, and Annexure B, provided as further information on 14 February 2025, page 1).

(i) The Panel also considers that with the known constraints in current landfill space available to accept waste categorised as low level contaminated or contaminated soil (see EPA's section 21 Submission, 24 October 2024, page 12), it is additionally likely that the excavation timelines and/or cost of disposal would be substantially greater than anticipated. The Panel notes that the Proponent's proposed costing of fill disposal remains uncertain.

8.5 Noise

Panel findings

(a) The general acoustic environment in the vicinity of Macquarie Point is dominated by traffic noise from the Tasman Highway, Davey Street, Macquarie Street and local roads, with Davey Street and Macquarie Street carrying a large volume of vehicles and heavy trucks throughout the day. Noise emissions within the area also occur from loading activities at the wharf, port activities such as cruise ships, and intermittent construction works at the project site.

(b) There are a number of noise sensitive receptors within close proximity of the site. The majority of the sensitive receptors are located to the south of the project site and include residential apartments, hotels and the University of Tasmania's School of Creative Arts, with the closest approximately 40m from the site

(c) The reports provided by the Proponent refer to:

- the Environment Protection Policy (Noise) 2009 (EPP) as setting the overarching principles and objectives for noise control in Tasmania (Appendix Q, page 7); and
- the EPP, in part stating that environmental values are *protected for the majority of the human population where the acoustic environment indicator levels are not exceeded, and there are no individual sources of noise with dominant or intrusive characteristics* (Appendix Q, page 7).

(d) The Panel notes that much of the existing and future noise in the locality is related to transport systems and associated infrastructure. The Panel considers that the importance of the transport system to achieving beneficial community outcomes is recognised in the EPP, which in part states, although *the operation and use of roads and ports may prejudice protection of the environmental values, the function the*

transport network serves is necessary for the community's economic, environmental and social wellbeing.

(e) Consequently, the requirements of EPP for general commercial or industrial activities, such as the stadium, do not apply to the strategic transport network. For commercial activities the EPP, in summary, states that;

- regulatory authorities should aim to retain 'reserve capacity' in the acoustic environment that provides for other reasonable emissions in the vicinity of the proposed activity; or
- regulatory authorities may determine not to require a reserve capacity when either there is unlikely to be additional noise sources in the vicinity or the proposal is clearly in the public interest.

(f) Based on the information provided by the Proponent, it appears that the noise levels at some sensitive uses in the vicinity of the project are already higher than the LAEQ sound pressure level indicator levels referred to in the EPP.

(g) The reports provided by the Proponent do not address the principle of retaining a reserve capacity in the acoustic environment as outlined by the EPP. The Panel considers that retaining a reserve capacity in this locality is important to provide for future growth and unrestricted operation of both the Port of Hobart and the strategic road network and the Royal Hobart Hospital.

(h) Noise emissions would occur both during operation and construction of the stadium. The main noise emissions associated with the operation of the stadium would be generated during concerts and sporting events.

(i) The Panel notes that the Supplementary Noise Report (Annexure Q, provided as further information on 31 January 2025, Table 9) identifies that predicted noise levels for:

- the crowd within the stadium, patrons arriving and departing, are likely to be noticeable for receptors adjacent to the stadium; and
- concerts, the public announcement (PA) system, game sirens and noise from crowds in the bowl are likely to clearly audible over ambient noise for uses in the vicinity of the stadium.

(j) The Panel considers that the predicted noise levels in the vicinity of the Stadium during sporting events and concerts would exceed the existing ambient noise levels at nearby sensitive receptors, particularly at the Sullivans Cove Apartments, Zero Davey Boutique Apartments, Macquarie Street Apartments, the Federation Concert Hall, Hotel Grand Chancellor, Hospital and Cenotaph.

(k) The Panel considers that it likely that the noise level from a concert has the potential to cause sleep disturbance during nighttime. The degree

to which other noises from sources, such as sirens and crowds for example, affect the ability of people to sleep and relax without unreasonable interference may depend on the duration and frequency of these activities.

(l) The Panel notes that the Proponent's Summary Report states that a Construction Noise and Vibration Management Plan (CNVMP) will outline and confirm the periods in which construction activity would occur. The Panel does not have the CNVMP and it is not clear what construction hours or days are proposed, however it notes that other reports from the proponent refer to 'standard working hours' or to no work occurring on Sundays or public holidays.

(m) The indicative construction schedule (Annexure Q, provided as further information on 31 January 2025, Table 14) includes: bulk excavation, piling, construction of the substructure, roof, stands, façade and fit out, and ground playing areas.

(n) The Panel notes that bulk excavation and piling is predicted to have the highest noise levels at sensitive receptors. The Proponent's reports indicate the activities most likely to be 'moderately intrusive' or 'highly noise affected' occur over the first 18 months of construction. Construction associated with bulk excavation and piling is classified as 'highly noise affected', at two sensitive uses adjacent to the stadium (Annexure Q, 31 January 2025, section 4).

(o) The Panel notes that construction associated with rock breaking is expected to be the loudest stage of construction. The Panel considers there is a high level of uncertainty on the likely timing of rock breaking as the noise report sets outs it could last up to one month (Annexure Q, 31 January 2025, Table 18), and the Construction Management Plan (Appendix AA, August 2024, page 22) notes that excavation of hard rock would occur over an indicative period of 13 to 17 months.

(p) The Panel considers the surrounding noise environment would be highly impacted during the bulk excavation and piling stage of construction, without the implementation of any mitigation measures.

(q) The Panel also notes that the noise modelling results provided in the Proponent's reports are in part based on applying an A weighted decibel penalty to noise emissions that have a tonal quality or other special characteristic and that this is consistent with accepted practice. The Panel considers that sounds that have tonal or impulsive qualities may have adverse effects on people that are not accurately reflected or addressed when converted to a broadband sound. Consequently, the level of disturbance and annoyance may be higher than reflected in the Proponent's reports (Annexure Q, 31 January 2025, section 4.4).

(r) The Panel notes there is the potential for cumulative construction noise from other project activities occurring in the vicinity of the proposed stadium during construction; for example the redevelopment of

Macquarie Point Wharfs 4-6, to add to the noise levels in the area. The predicted noise levels from other activities have not been included in the Proponent's reports.

(s) The Panel notes that standard noise mitigation measures (Annexure Q, 31 January 2025, Table 21) are provided as guidance. While some of these measures such as limiting construction hours and using bored rather than driven piles are identified in the construction management plan (Appendix AA, August 2024), it is unclear what other mitigation measures are intended to be undertaken, considered feasible, or can be reasonably implemented to mitigate construction noise impacts.

Context

The Proponent has prepared a number of reports with reference to noise and vibration, including the *Noise and Vibration Assessment*, August 2024 and the *Noise Assessment Supplementary Report*, January 2025 (Annexure Q, 31 January 2025), both prepared by AECOM, as well as a *Construction Management Plan*, August 2024 prepared by Zancon and a *Site Environmental Management Plan*, October 2021, prepared be AECOM.

Annexure Q, 31 January 2025 refer to its noise predictions being related to a refined design of the stadium façade, in comparison to the initial model use for the Augst 2024 Report. The Panel assumes that this is the design of the stadium building provided in Annexure B – Consolidated Plans provided as further information on 17 February 2025.

A *Construction Noise and Vibration Management Plan* is reported in the supplementary report (Annexure Q, 31 January 2025, page 17) to have been prepared, but has not been provided to the Panel.

8.6 Lighting effects

Panel findings

(a) Lighting has the potential to be a hazard to transport systems and can reduce the amenity of nearby residences, particularly where there is a significant difference in brightness between the introduced light source and existing conditions.

(b) Lighting can primarily cause a hazard to transport through the effect of glare that impairs the visibility of objects, (such as lane markings, signage, and traffic lights) or through the effect of visual clutter (such as where traffic lights are viewed against competing background lighting).

(c) Where lighting spills into a habitable room, it may cause annoyance, distraction, or in some cases, discomfort to residents or impact on sleep patterns.

(d) The Panel notes that the existing light conditions in Davey and Evans Streets are already relatively bright due to street lighting and light associated with surrounding activities. The Panel considers the greatest potential for additional impacts from lighting are likely to be

caused by light spill from the bright sports or event lighting, visual clutter or other lighting that is poorly positioned and shielded.

(e) The Proponent has relied upon an assessment of sports lighting to demonstrate the level of light spill would not adversely impact on vehicle drivers or neighbouring properties in accordance with a relevant Australian Standard.

(f) The Panel notes the lighting assessment is based on a concept level design of the stadium building façade, and does not consider the effects of façade lighting, illuminated signs, or lighting of entrances, plazas, practice wickets or the relocated goods shed.

(g) The Panel notes that revised plans provided by the Proponent show glazing and solid structural elements removed from the underside of the roof (see Annexure B consolidated plans 3, provided as further information on 17 February 2025 page 3). The Panel considers that this alteration to the stadium building design would likely change the light spill from sports lighting that is modelled in the Proponent's reports (Appendix P, 4 September 2024).

(h) The Panel considers drivers and adjacent residents may be sensitive to dynamic colours and movement of light from the proposed dynamically changing façade, sign lighting, concert laser, LEDs or strobe lighting, noting there is an absence of an understanding of the source's location, orientation, proposed shielding, or brightness of these lights and the effect of the revised stadium building design.

(i) The Panel further considers that the revised stadium design has the potential to negatively impact port functions and how the Cenotaph's decorative lighting is perceived.

(j) The *Australian Standard 4282:2019 Control of the obtrusive effects of outdoor lighting*. includes curfew hours that restrict the amount of light that can fall on the window of a habitable room (typically between 11pm and 6am). The Panel notes the Proponent is seeking to have no limitations on operating hours of any uses or activities at the site; however the Proponent's reports indicate façade and sports lighting would typically be turned off at 11pm (unless otherwise approved) (see Appendix P, 4 September 2024, pages 8 and 9).

(k) The Panel is unable to determine whether unrestricted operation of the stadium would have significant effects on surrounding users without detailed analysis of whether different lighting scenarios would exceed curfew light spill levels, including lighting levels required until all patrons have left the site.

8.7 Wind effects

Panel findings

(a) Construction of buildings changes wind conditions, including how wind circulates, its speed, direction and gustiness. These factors affect how comfortable people feel when moving around or sitting. In conditions

with high wind speeds and gustiness, there are potential risks to safety due to effects on balance for pedestrians and cyclists, or by toppling or blowing objects around.

(b) When poor levels of wind comfort are experienced, it may discourage public use of the area, including visitations, movement routes, and time spent at a location. This may in turn impact on the viability of commercial activities.

(c) Outside the stadium building, the Proponent's reports identify areas that have a poor level of wind comfort for strolling and sitting (see Annexure C, provided as further information on 4 March 2025, page 5), based on wind tunnel modelling, although the Proponent notes these conditions would be moderate to good for traversing (moving through).

(d) The Panel considers, based on the generalised and aggregated information provided in the Proponent's reports, that there is a likelihood that the comfort levels for people sitting at the 'Aboriginal Culturally Informed Zone', southern plaza, and bus plaza are expected to be poor. The Proponent's wind assessment notes that wind comfort levels could be increased by incorporating shelter elements such as plantings, shade structures and similar features. However, the Panel considers it is unlikely these elements could improve wind conditions to a significant degree, particularly considering any landscaping design would need to avoid clutter to provide for unimpeded pedestrian and emergency vehicle access. In addition, any planting should be able to thrive in its microclimate, which could be affected by poor wind conditions.

(e) The Panel considers poor sitting and strolling wind comfort levels experienced by people spending extended periods of time waiting at outdoor locations around the site have a high likelihood of negatively impacting on overall pedestrian use and enjoyment of these areas, both during and outside of events. It would limit the functionality and attractiveness of these areas for uses other than as thoroughfares. The Panel considers poor wind comfort at the bus plaza represents a deterrent to use and an additional challenge in being able to meet the suggested uptake of public transport on event days.

9.0 Construction program and sequencing

Summary

This section addresses the overall construction program for the project and its stages and critical paths, how these relate to other projects planned to occur over the same period in the area, and how this may affect activities and infrastructure in the area.

Panel findings

(a) The Panel does not have access to information on the construction program or time periods associated with the Project, or even the more restricted scope of the Proponent's proposed stadium project.

(b) The information provided on the Proponent's stadium project refers to commencement dates and timeframes that are inconsistent. For example:

- the Proponent's Summary Report (September 2024) states that construction of the project is expected to commence at the end of 2025 with operation occurring in mid 2029
- Appendix AA on construction states that site retention and bulk excavation works would occur over an 8-10 month period
- Annexure S (provided as further information on January 31 2025) in part states that excavation for the stadium project is 'not anticipated to occur for several years'; and
- Annexure Q (provided as further information on 31 January 2025) provides information that shows that post the site establishment and bulk excavation stages, the construction of the project would occur over approximately 39 months.

(c) There is a range of related stadium sub-projects and other construction projects in the area that may affect the timing and sequence of construction activities and the potential for cumulative effects arising from the project.

(d) The redevelopment of Macquarie Wharfs 4, 5 and 6 is anticipated to occur over a three to four year timeframe. The initial stage of this project is the development of Wharf 6 that will support the activities of the Australian Antarctic Division (AAD) and specifically the operation of RSV Nuyina. The AAD anticipates that this work will commence in Q2/Q3 2026 and the wharf to be operational in 2028.

(e) The design and provision of the indicated bus plaza that is capable of operating the planned service is directly related to both the design of the stadium building, its underground car park and the northern access road. Based on the information provided by the Proponent, the Panel considers the current plans for the bus plaza do not provide a sufficient number of bus stops or patron waiting areas to cater for the planned peak use of event buses (see also sections 7.2 Mass passenger

transport and transport modes and section 7.1.2 Evacuation scenario pedestrian movement of this draft IAR).

(f) The 2024/25 state budget allocated a total of $3 million to the Department of State Growth for the scoping and development of the northern access road over the 24/25 and 25/26 years. It is not known if this includes the design of the bus plaza.

(g) The northern access road and bus plaza are required for the operation of the stadium and to provide continuous freight access to the Port of Hobart during events at the stadium when Evans Street is closed to local traffic.

(h) There are functional and programming interdependencies between the construction of the Proponent's stadium project, the design and construction of the bus plaza and the northern access road and the redevelopment of Macquarie wharfs 4-6. The parallel or sequential construction of these projects means it is likely that cumulative effects and impacts on surrounding users for matters including noise and traffic could be significant and would need to be addressed in project planning and delivery.

(i) While the Panel has some awareness of issues and relationships associated with design and delivery of elements of the project and other construction projects in the area, it does not have information that enables it to discuss or make findings on these issues.

(j) The Panel notes that the uncertainty of the construction program and staging poses significant time and cost risks to the delivery of the Project.

10.0 Ministerial Direction Matters

The Ministerial Direction from the Premier dated 16 October 2023 (Appendix B) requires the Commission's integrated assessment to include specific considerations as follows:

1. The integrated assessment is to address the environmental, social, economic and community impacts of the project.
2. As part of the integrated assessment, the Commission is to specifically consider the extent to which the proposed project:
    - is consistent with and supports the urban renewal of the Macquarie Point site (as defined in the *Macquarie Point Development Corporation Act 2012*) as provided for in the Mac Point Precinct Plan prepared by the Macquarie Point Development Corporation established under section 5 of that Act
    - impacts on the surrounding area and uses; and
    - could generate social, economic and cultural benefits to the region and the State of Tasmania.

The Panel notes that point 1. above is largely consistent with the definition of 'integrated assessment' under the Act. Environmental, social, economic and community matters are addressed throughout each of the topic areas of the draft IAR. Many of the topic areas discuss issues that relate to a combination of these four matters, as they are often interrelated.

The specific considerations required under point 2. above are considered in more detail below.

10.1 Impacts on surrounding area and uses

The draft IAR considers a range of impacts the Project may have on the surrounding area and uses.

The sections under topic 6.0 Use and activity specifically consider the potential effects of the Project on other uses and activities proximate to the stadium building. The Panel notes some effects on surrounding uses and activities are likely to be positive, with increased patronage of surrounding businesses, particularly hotels, and bars and restaurants before and after events.

Other topics of this draft IAR consider a range of other effects on the surrounding area, particularly 3.0 Urban form planning, 4.0 Historic cultural heritage and community values effects, 7.0 Transport and movement and 8.0 Environmental effects. These sections discuss issues relating to the effect of the Project on existing values or functions of the surrounding area.

10.2 Generation of social, economic, and cultural benefits to the region and State;

The draft IAR considers the range of benefits that the Project could generate to the region and State of Tasmania, in particular in topic areas 1.0 Economic effects and 2.0 Social and community issues.

The economic analysis in 1.0 Economic effects considers all economic benefits from the Project, and assigns a value to each benefit. These benefits are then weighed against the costs through a cost-benefit analysis.

Topic 2.0 Social and community issues of this draft IAR draws out a number of potential social and cultural benefits of the Project, including those that are intangible and would be difficult to assign an economic value to. Key benefits include:

- pride, community cohesion and subjective wellbeing associated with having Tasmanian based and branded AFL/W teams
- some limited potential for the stadium itself to enhance the sense of community as a result of attendance at sport and cultural events
- some limited potential for the additional investment of the AFL into the Tasmanian sport ecosystem to enhance physical and mental health; and
- some potential to increase brand recognition and reputation, tourism and trade for the city or State from hosting more and higher quality in events.

The benefits listed above are subject to limitations, which are addressed in more detail in topic 2.0 Social and community issues.

10.3 Consistency with the Mac Point Precinct Plan

(a) The Ministerial Direction requires the Panel to consider the extent to which the Project '*is consistent with and supports the urban renewal of the Macquarie Point site* (*as defined in the* Macquarie Point Development Corporation Act 2012) *as provided for in the Mac Point Precinct Plan prepared by the Macquarie Point Development Corporation established under Section 5 of that Act'.*

(b) The Panel notes that the Precinct Plan requires a stadium to be developed on the site, and the Project is consistent with that.

(c) The Panel considers that the location of the stadium building is consistent with the spatial allocation for a 'Multipurpose Stadium and Associated Concourse Zone' within the Precinct Plan.

(d) Based on its consideration of issues in this report, however, the Panel considers that the Project would not be consistent with some of the stated urban renewal principles of the Precinct Plan, including the following:

- 'complement and not compete with neighbouring sites' - (see topics 6.0 Land use compatibility and 4.0 Historic cultural heritage and community values of this draft IAR)
- 'create connections' - see sections 7.1.1 Post-event pedestrian movement and 3.4 Project design of this draft IAR)
- 'celebrate and preserve heritage' - (see topics 3.0 Urban form planning, 4.0 Historic cultural heritage and community values and 5.0 Aboriginal heritage of this draft IAR); and

- ‘reintegrate and address the Hobart waterfront’ (3.4 Project design of this draft IAR).

(e) The Panel considers that the Project would not support or promote integrated urban renewal of the site. The Panel considers the Project focusses inwards on the site in isolation of the wider city, and does not sufficiently encourage permanent activation of spaces or meaningful connections with the surrounding area and waterfront, as envisaged by the Precinct Plan. While limited detail has been provided on the design of public spaces within the site, the Panel considers there are significant barriers to these spaces becoming attractive, active spaces that would draw people to the site out of event mode.

(f) The Panel considers that the development of the stadium on the Macquarie Point site would compromise the potential for success of the other uses and activities proposed in the Precinct Plan.

(g) As detailed in sections 7.1.2 Evacuation scenario pedestrian movement and 3.4 Project design of this draft IAR, the Panel considers that the proposed site design for Macquarie Point, as detailed in the Precinct Plan, would not provide sufficient space for the adequate achievement of emergency egress, emergency vehicle movement, general pedestrian movements, and safe and pleasant public spaces. The Panel considers development of other zones detailed in the Precinct Plan, particularly the ‘Antarctic Facilities Zone’ and the ‘Complementary Integrated Mixed Use Zone’, would compromise the functionality of the stadium.

(h) The Panel notes the lack of available space on the site around the stadium has resulted in the housing element of the Precinct Plan being displaced to Regatta Point, which is an isolated area of land that appears unsuited to residential amenity and has a high potential for land use conflicts with activities at the adjacent Macquarie Wharf. The Panel notes that provision of housing in the redevelopment of Macquarie Point is a requirement of the Commonwealth funding agreement.

(i) In order to improve the functional and safe operation of the stadium, the Panel considers buildings within the Antarctic Facilities Zone and the Complementary Integrated Mixed Use Zone would not be able to be constructed. It appears the design of the bus plaza submitted by the Proponent already impinges on the area set aside for the ‘Antarctic Facilities Zone’. In order to allow for more space for patrons waiting for buses, and for safer and more efficient movement of pedestrians along the eastern side of the site, the Panel considers that additional buildings in this area (particularly of a size that would be commercially viable) would be unlikely to be possible.

(j) While the Precinct Plan does not propose buildings on the western side of the site, there is an area set aside for an ‘Aboriginal Culturally Informed Zone’. The Panel considers this area of land would be necessary for pedestrian movement associated with the stadium. While the Panel does not provide comment on the design and treatment of

this space, it notes that whatever landscaping treatments are used would need to be compatible with free movement of stadium patrons. This requirement may affect the achievement of the stated aims of the Precinct Plan for the area to be a meaningful space for the Aboriginal community.

(k) Overall, the Panel considers that in order to improve functionality and safety of the proposed stadium design, additional dedicated space around the stadium building would be required. The Panel therefore considers the Project would be incompatible with the achievement of the other objectives of the Precinct Plan. The Panel notes, however, that the additional space that would be gained by not developing other elements of the Precinct Plan would not be sufficient to resolve all issues with the stadium's operation.

Attachment A - State Policies and Projects (Projects of State Significance) Order 2023

TASMANIA

STATE POLICIES AND PROJECTS (PROJECT OF STATE SIGNIFICANCE) ORDER 2023

STATUTORY RULES 2023, No. 66

CONTENTS

STATE POLICIES AND PROJECTS (PROJECT OF STATE SIGNIFICANCE) ORDER 2023

I, the Governor in and over the State of Tasmania and its Dependencies in the Commonwealth of Australia, acting with the advice of the Executive Council and in accordance with the recommendation of the Minister, make the following order under section 18(2) of the *State Policies and Projects Act 1993*.

Dated 16 October 2023.

B. BAKER
Governor

By Her Excellency's Command,

MICHAEL DARREL JOSEPH FERGUSON
Acting for and on behalf of the Premier

1. Short title

This order may be cited as the *State Policies and Projects (Project of State Significance) Order 2023*.

2. Commencement

This order takes effect on the day after it is approved by both Houses of Parliament under section 18 of the *State Policies and Projects Act 1993*.

3. Project of State significance

(1) In this section –

relevant plan means the Mac Point Precinct Plan published by the Macquarie Point Development Corporation, as established by the *Macquarie Point Development Corporation Act 2012*.

(2) A proposal by the Crown, in right of Tasmania, for a stadium to be developed on the area of land at Macquarie Point, bounded by a thick black line and identified as the Multipurpose Stadium and Associated Concourse Zone in the relevant plan, a reduced copy of which is set out, by way of illustration only, in Schedule 1, is declared to be a project of State significance.

4. Nature of project

The project declared under clause 3 includes, but is not limited to, the development and construction of –

(a) a stadium that is suitable for a range of entertainment, sporting, cultural, corporate and community uses; and

(b) the related infrastructure and services necessary to support the stadium and its operations; and

(c) a public concourse adjacent to the stadium; and

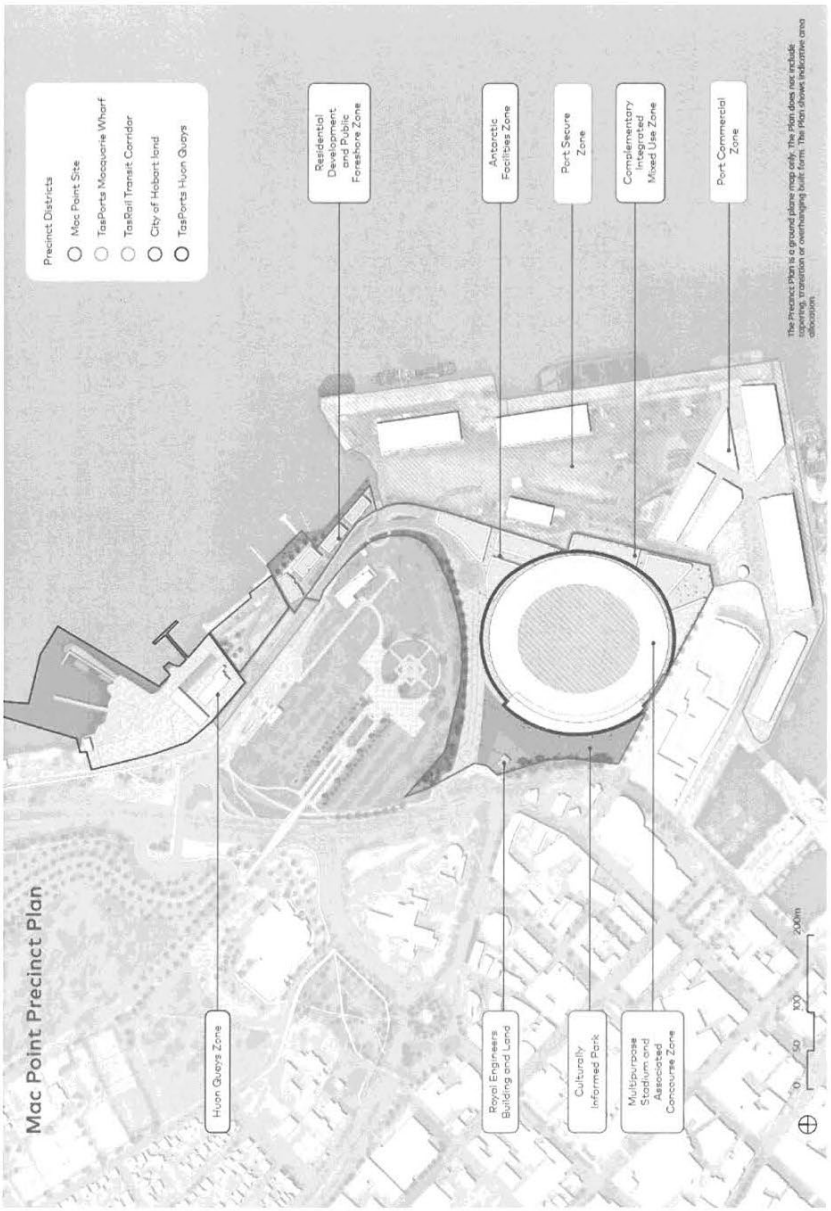
(d) any other facility or thing necessary, or convenient, for the implementation of the project.

5. Requirement for approval of certain orders

For the purposes of section 18(3A) of the *State Policies and Projects Act 1993*, an order made under section 26 of that Act in respect of the project declared under clause 3 is of no effect until that order has been approved under section 26 of that Act by resolution of each House of Parliament.

SCHEDULE 1 – PLAN

Clause 3



Printed and numbered in accordance with the *Rules Publication Act 1953*.

Notified in the *Gazette* on 16 October 2023.

This order is administered in the Department of Premier and Cabinet.

EXPLANATORY NOTE
(This note is not part of the order)

This order declares the proposal for a multipurpose stadium at Macquarie Point to be a project of State significance under the *State Policies and Projects Act 1993*.

Attachment B - Ministerial Direction from the Premier 16 October 2023

STATE POLICIES AND PROJECTS ACT 1993
Section 20

Ministerial Direction to the Tasmanian Planning Commission in relation to the Macquarie Point Stadium and Entertainment project

I, Jeremy Page Rockliff, Premier and Minister administering the *State Policies and Projects Act 1993* ("the Act"), acting under section 20(1) of the Act, hereby direct the Tasmanian Planning Commission ("the Commission") to undertake an integrated assessment of the Macquarie Point Multipurpose Stadium project advanced by the Crown in Right of Tasmania ("the proponent"), which was declared by the Governor to be a project of State significance by an order made under section 18(2) of the Act on **16 October 2023** ("the project").

The Commission is required to comply with the following requirements in relation to this integrated assessment, subject to the terms of the Act -

1. The integrated assessment is to address the environmental, social, economic and community impacts of the project.

2. As part of the integrated assessment, the Commission is to specifically consider the extent to which the project:

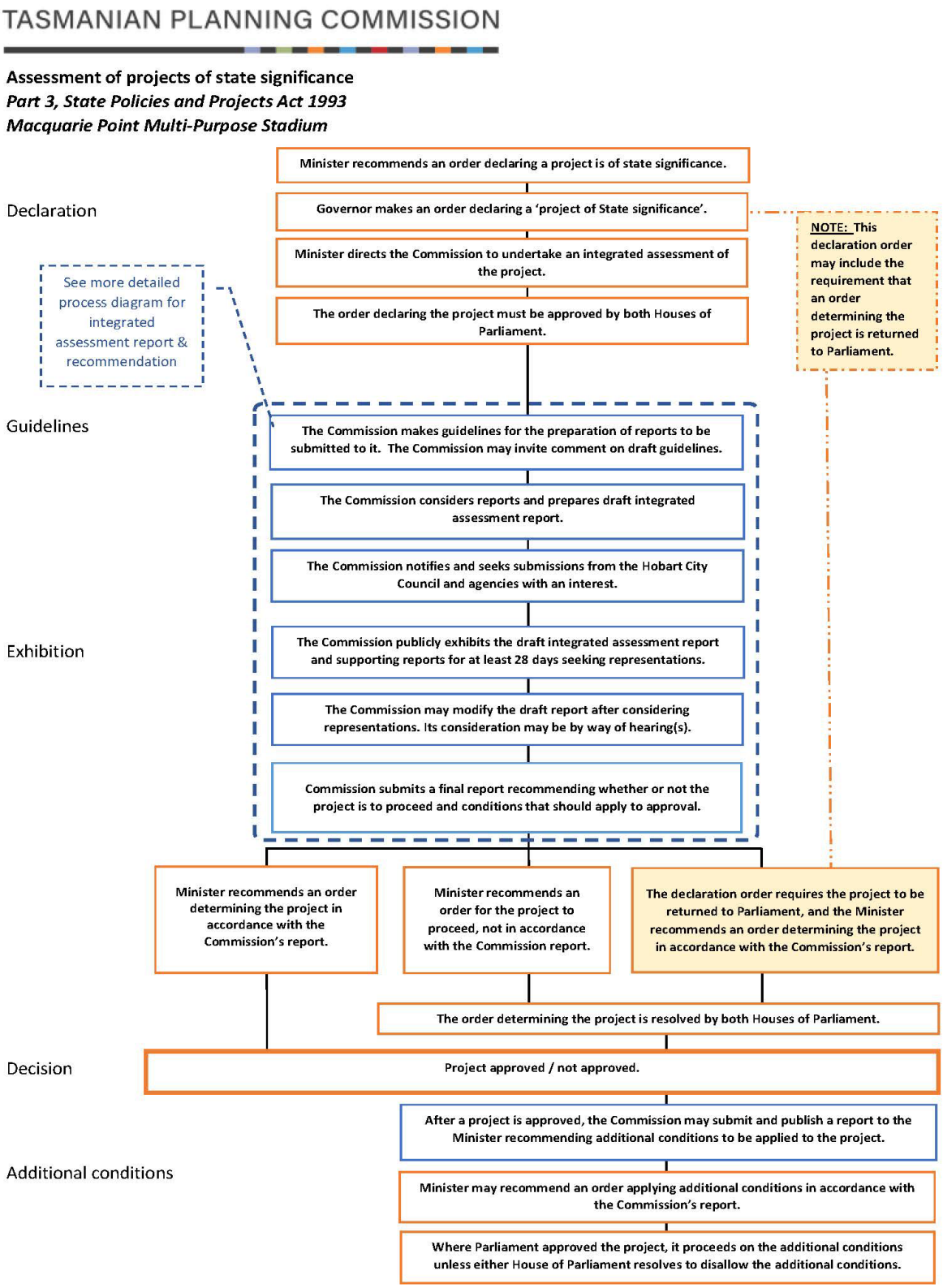
- is consistent with and supports the urban renewal of the Macquarie Point site (as defined in the *Macquarie Point Development Corporation Act 2012*) as provided for in the Mac Point Precinct Plan prepared by the Macquarie Point Development Corporation established under section 5 of that Act;
- impacts on the surrounding area and uses; and
- could generate social, economic, and cultural benefits to the region and the State of Tasmania.

3. Guidelines are to be prepared by the Commission, in accordance with section 20(2B) of the Act, within four months after receiving this direction. The Commission is to submit its report to the Minister under section 26(1) of the Act within twelve months following the submission, by the proponent, of reports addressing the integrated assessment guidelines, or such later day as the Minister may direct in writing.

PREMIER and MINISTER ADMINISTERING THE
STATE POLICIES AND PROJECTS ACT 1993

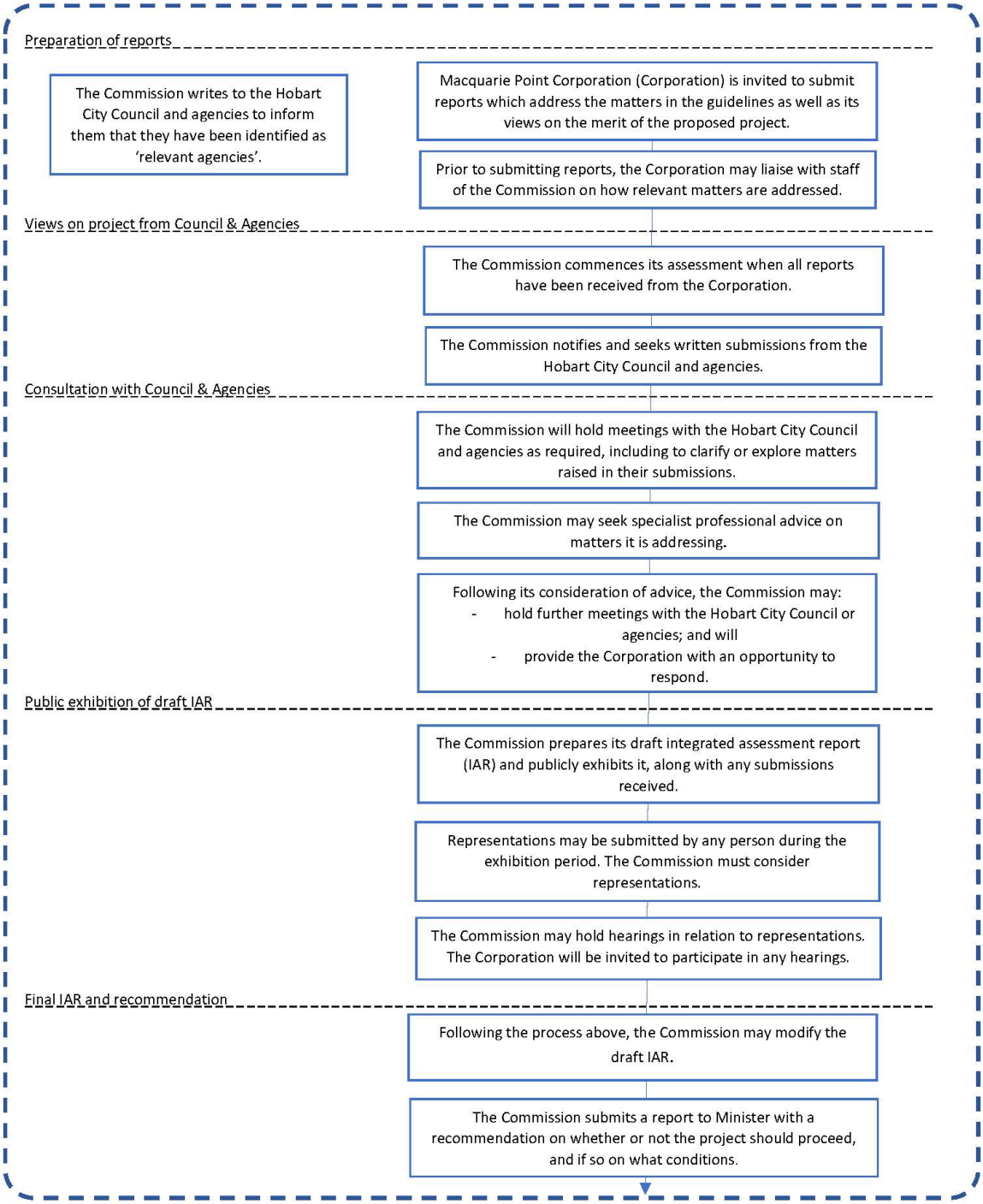
Date: 16/10/23

Attachment C - Assessment of Project of State Significance flowchart



Issued: February 2024

Integrated assessment report and recommendation to Minster
Macquarie Point Multi-Purpose Stadium



Issued: February 2024

Attachment D - Measurement of Economic, Social and Financial Impacts

1. General

The Schedule 1 Objectives of the *State Policies and Projects Act 1993* and the *Land Use Planning and Approvals Act 1993* outline a range of outcomes and processes that are to be furthered by Tasmania's planning system. The objectives include elements such as:

- facilitating economic development
- the ability of people and communities to provide for their social, economic and cultural wellbeing
- providing for explicit consideration of social and economic effects when decisions are made about use and development.

Economic appraisals used to inform considerations of large projects under Tasmania's Resource Management and Planning System are generally undertaken at a whole of Tasmanian community and economy level over a 25 to 30 year period, to reveal the differences in outcomes with the project and without the Project.

The baseline or reference case is not a 'do nothing' or 'before and after' assessment. Rather it is a counterfactual against which to measure the 'additionality' of a project, meaning the unique positive impacts it will generate beyond what would occur naturally without the project. This means that the level of events that have traditionally occurred in Tasmania, and the crowd number and level of interstate visitation and economic and social effects associated with these events, is assumed to occur over the assessment period of the Project.

Without a realistic baseline, assessment of a project is not able to inform the change in overall community economic and social wellbeing arising from it.

2. Scope of the Project

The Panel has defined the Project to include all works and services, on the site or adjacent to the site, required for the stadium to be constructed and used effectively and safely.

To this end, the scope of the Project used in this report includes the following works:

- The core stadium construction and directly-related precinct works
- Northern access road
- Good Shed removal and relocation
- Removal/relocation of sewer line
- Removal/relocation of the electrical services infrastructure
- The construction of the below-ground car park
- All public access infrastructure including the Collins Street footbridge, which may be required.
- The bus plaza

- The directly-associated minor road and park works in Evans and Hunter streets
- The cricket practice wickets

The scope excludes:

- the public housing required under the Commonwealth-State Agreement for the redevelopment of the Macquarie Point precinct, as irrespective of whether the Commonwealth funds are applied to the stadium, or to the redevelopment of the site if the stadium does not proceed, the financial obligation on the state for the public housing component remains.
- The AFL High Performance Centre, as while it is required for the team, it is not required for the stadium.

The Panel assesses the value of the stadium to include the value associated with the establishment of the Tasmanian-based AFL team (The Devils). The logic for this is as follows.

The stadium is required for the team to be established under the agreement with the AFL – that is, the team is dependent on the stadium. Furthermore, the stadium is dependent on the team as there is no case for constructing the stadium unless there is a Tasmanian AFL team.

Effectively, the benefits of the team and the stadium are interlinked and cannot be logically or practically separated. The crowd estimates for the stadium and hence the annual revenues from patronage, advertising, sponsorship and other aspects are heavily dependent on the existence of the Tasmanian AFL team.

By including the benefits of the team in the assessment of the costs and benefits of the stadium, the proposed AFL investment in Tasmanian Australian Rules football of $350 million over 10 years is treated as a benefit, and the State contribution of $144 million to the team over 12 years is treated as a cost.

The cost of the High-Performance Centre has not been included as it is not part of the Macquarie Point development and the benefits are due to the benefits of the team which are already included and not significantly impacted by whether or not there is a High Performance *Centre.*

3. Cost Benefit Assessment (CBA)

The CBA is the core means of understanding the level to which the project contributes to the economic wellbeing of Tasmanians. The CBA framework has been designed to analyse the net benefit of a project in a systematic and transparent manner. CBA is a tool to estimate the change in economic welfare that would occur. It is expressed in terms of Net Social Benefit (or Cost) and the Net Benefit Ratio (NBR). The NBR is the ratio of the present value of benefits over the present value of costs. A CBA aims to quantify as far as possible all benefits and costs, including social, cultural, environmental as well as direct financial and economic aspects.

CBAs convert future benefits and costs (actual amounts in the year in which they occur) to current-day values using a real discount rate to account for the real time value of money and future risk and uncertainty. The Panel has adopted a real discount rate of seven (7) per cent for its central case estimates. This is the

commonly accepted rate used by governments for commercial projects (such as stadiums) and is recommended and used by Infrastructure Australia in its assessment of the worthiness of major public investments.

The Proponent's and Dr Gruen's estimates of the benefits and costs of the stadium also use a rate of 7 per cent real for the Central Case scenarios. The Proponent uses a lower bound rate of 3 per cent real and an upper bound rate of 10 per cent real to test the sensitivity of the results to variations in the discount rate. The Panel and Dr Gruen have adopted lower and upper bound rates of 4 per cent and 10 per cent respectively, as recommended by Infrastructure Australia.

If the BCR is greater than one, a project is assessed as improving economic wellbeing. If the BCR is less than one, effectively this means that the collective economic welfare of the community will fall as a result of the implementation of that project.

As a CBA aims to convert social, environmental and cultural effects into a net cost or benefit, the assessment framework can also inform other aspects of community wellbeing.

The outcome of a CBA should not be interpreted as the level of public financial subsidy involved in establishing the stadium and team, rather it is a tool to determine whether and by how much a project contributes to economic welfare.

An Economic Impact Assessment and a Financial Impact Assessment are also used in the Report to provide information on the impact of the project on Tasmania's economy and public finances.

4. Economic Impact Assessment

Economic Impact Assessments are used to understand the effect a project has on economic indicators such as income, employment and Gross State Product (GSP).

Unless an EIA is required to be compared with a counter-factual, it will not provide information on the net economic benefit or how a project's benefits relate to its economic costs. For example, all expenditure on a project is converted to an economic indicator rather than being treated as a cost. By requiring an EIA to be in comparison with a counter-factual base or alternative case, information related to the opportunity cost of a project is made explicit.

The PoSS Guidelines for the Project requested the preparation of an EIA that:

- uses a computable general equilibrium (CGE) model to assess the net effect of the proposed project on the Tasmanian economy from construction activities and the operation of the stadium
- calculates direct and indirect/induced economic effects resulting from indicators such as GSP, employment, real income per capita and industry sector output
- considers the opportunity cost of domestic investment – for example, a "counter-factual" estimate of the impact of an alternative investment of equivalent public funds.

5. Financial Impact Assessment

While an EIA provides information on broader economic indicators for Tasmania, a Financial Impact Assessment (FIA) aims to provide information on how a project impacts on public finances, such as revenue, expenditure, debt and deficits, from a whole-of-State-Government perspective.

While it is the role of Government to determine what it invests in, the future social, cultural and economic wellbeing of the Tasmanian community will be impacted by how it funds that investment and the budgetary and deficit implications of that investment. A FIA is therefore a relevant economic consideration for the Panel under the Act.

The PoSS Guidelines for the Project requested the preparation of an FIA to show:

- the impact of the project costs on the State's projected financial position, compared with a projected financial position for the State on a 'no policy change' basis
- the assumed year-by-year cash flow projections associated with the project.

Both the economic and financial impact assessments provide important additional information to a CBA. Essentially if the State has the funds from its own resources to build the stadium, using those funds in a different way or on a different project, may deliver a higher or lower economic and social impact. Viewed in a different way, if the State is in a financial deficit position, the funds to build the stadium need to be borrowed. Other things being equal, the debt and debt servicing cost will need to be paid back in the future either through an increase in State taxation or a reduction in public spending, relative to the counterfactual financial position at the time. These measures would impact economic activity.

That is, it is the net economic impact compared to a counterfactual alternative or base case that is important, not the gross impact on the economy of the implementation of the project.