

TASMANIAN PLANNING COMMISSION



# 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

15 September 2025



## Integrated Assessment Report

### Macquarie Point Multipurpose Stadium | Project of State Significance

Prepared and published by  
Tasmanian Planning Commission  
GPO Box 1691  
Hobart Tasmania 7001

15 September 2025

[tpc@planning.tas.gov.au](mailto:tpc@planning.tas.gov.au)  
[www.planning.tas.gov.au](http://www.planning.tas.gov.au)

# Contents

<b>Contents</b>	<b>3</b>
<b>Preamble</b>	<b>5</b>
Background	5
Assessment process	7
Purpose of the integrated assessment report	9
Next steps	13
<b>Project scope and assessment</b>	<b>14</b>
<b>Representations</b>	<b>19</b>
<b>Hearing</b>	<b>21</b>
<b>Integrated assessment</b>	<b>28</b>
1.0 Net social benefit or cost of the Project	28
1.1 Cost-Benefit Assessment	28
1.2 Economic benefits	36
1.3 Social benefits and costs	43
1.4 Social infrastructure	46
1.5 Investment of state public funds and overall economic impact	48
1.6 Summary and conclusions	50
2.0 Strategic planning and site plans	51
2.1 Planning strategy and site plans	51
2.2 Consistency of the Project with the Mac Point Precinct Plan	56
3.0 Urban form, activation and public realm	60
3.1 Urban form impacts on Sullivans Cove and Hobart city	60
3.2 Landscape and visual effects	67
3.3 Stadium built form design	71
3.4 Public realm and activation	73
4.0 Historic cultural heritage and community values	80
4.1 Cenotaph	80
4.2 Regatta grounds/Lower Queens Domain precinct	84
4.3 Visual effects on places of historic cultural heritage significance	87
4.4 Physical effects on places of historic cultural heritage significance	92
4.5 Historic archaeology	95
5.0 Aboriginal heritage	98
5.1 Aboriginal heritage materials	98
5.2 Aboriginal cultural values and landscape	101

6.0	Land use compatibility .....	105
6.1	Port of Hobart.....	105
6.2	Tasmanian Symphony Orchestra (TSO) and Concert Hall.....	108
6.3	Upper Queens Domain .....	110
6.4	Other use and activity in the surrounding area.....	113
7.0	Transport and movement.....	117
7.1	Transport planning and strategies.....	117
7.2	Post-event pedestrian movement.....	120
7.3	Mass passenger transport services and facilities.....	124
7.4	Private car use and parking .....	127
7.5	Transport system effects .....	129
7.6	Emergency evacuation.....	131
8.0	Environmental effects .....	133
8.1	Site contamination and excavation.....	133
8.2	Stormwater.....	137
8.3	Lighting and wind effects.....	141
8.4	Noise .....	145
9.0	Construction program and sequencing .....	149
	9.0 Construction program and sequencing .....	149
10.	Ministerial Direction matters .....	151
10.1	Impacts on surrounding area and uses .....	151
10.2	Generation of social, economic, and cultural benefits to the region and state .....	152
10.3	Consistency with the Mac Point Precinct Plan .....	152
	<b>Attachments .....</b>	<b>153</b>
	Attachment A – State Policies and Projects (projects of State significance) Order.	154
	Attachment B – Ministerial Direction from the Premier 16 October 2023 .....	162
	Attachment C – Assessment of project of State significance (PoSS) flowchart.....	163
	Attachment D – Legal advice from Mr Michael O’Farrell SC, 7 August 2025 .....	165
	Attachment E – List of hearing participants .....	183
	Attachment F – Proponent’s proposed conditions .....	186
	Attachment G – Sources of information for estimates in cost-benefit Table 1.2 .....	229
	Attachment H – Summary of international studies on economic effects of stadiums .....	232



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

These are collectively referred to as '**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 SPP Act**).

The proponent of the Project is the Crown in Right of Tasmania (**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
- Martin Wallace.

[Information on each of the Panel members](#) is available from the Commission website.

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

On 17 September 2024, the Proponent submitted reports addressing the Project 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 the Commission's request for further information to address the Project Guidelines.

The Proponent and other representors provided further additional materials during the hearing held later in the process. All reports and materials are published on the Commission website.

Materials submitted by the Proponent in support of its proposal, prior to the representations and hearing, 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 *State Policies and Projects Act 1993* (SPP Act).

The SPP 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
- (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 SPP 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 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
  - 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*
- *Historic Cultural Heritage Act 1995*.

The SPP 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.

In consultation with the council and relevant agencies, the Panel prepared a draft integrated assessment report (**draft IAR**) and exhibited it for public comment.

The draft IAR was exhibited from 31 March 2025 to 8 May 2025, and a 13-day hearing into the representations received was held on multiple dates between 25 June and 15 July 2025. Further information is provided under the 'Representations' and 'Hearing' sections below.

The Panel has prepared this final integrated assessment report (**IAR**) by modifying the draft IAR following consideration of the representations.

The Panel has determined that while the final IAR differs from the draft and is thereby a modification to it, as permitted by section 25(1) of the SPP Act, it is unnecessary to subject it to the provisions of Part 3 of the SPP Act. That is, it is not to be re-exhibited and made the subject of representations and what flows from those things.

# Purpose of the integrated assessment report

The *State Policies and Projects Act 1993* (SPP 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 IAR represents the Panel’s views on the Project as they relate to matters relevant to its integrated assessment.

The Panel’s views are informed by:

- the Proponent’s Reports and information otherwise provided by the Proponent, including at the hearing
- information provided by others through and following the representations, and at the hearing
- consultation with Hobart City Council and relevant agencies
- published documentation relevant to the issues
- expertise of Panel members.

The IAR is structured to reflect topic areas that are relevant to the integrated assessment of the Project.

Each section within a topic area relates to a particular matter and contains the discussion, observations, and findings of the Panel on that matter.

The topic areas of the IAR address the themes of *environmental*, *economic*, *social* and *community* issues – as required by the SPP Act and the Ministerial Direction.

Some of the topics relate to all of these themes, and many of the individual sections are interrelated.

The Panel’s integrated assessment has been conducted in accordance with the SPP Act, and as required by that Act, it:

- seeks to further the objectives set out in Schedule 1 of that Act
- is undertaken in accordance with the State Policies
- takes into consideration the matters set out in the representations.

The IAR presents the Panel’s views on matters it considers warrant discussion.

There are other matters that the Panel does not consider require detailed discussion in this IAR. On the basis of the information presented, and considering the expected life of the development, those other matters are important but do not appear to represent significant risk, require active management at this stage of the process, or present barriers to the Project proceeding.

They are relatively neutral matters, that would not provide either benefits or detriment if the Project were to proceed (assuming their adequate resolution and management) or if it were not to proceed.

Those other matters include:

- connections to services
- subdivision
- climate change and sea level rise
- geotechnical issues
- terrestrial flora and fauna.

The IAR focuses on use and development associated with the Project, as this is what would be the subject of any permit ultimately deemed to be granted through the PoSS process.<sup>1</sup>

There are also services that are proposed to support the operation of the stadium, such as buses and ferries. The outcomes to be delivered by these services are discussed in the IAR where relevant, however the services themselves would not be part of any permit deemed to be granted for the Project.

The IAR does not seek to weigh the relative importance of the issues discussed, or provide an overall recommendation as to whether or not the Project should proceed.

A recommendation is provided separately in the report to the Minister under section 26(1) of the SPP Act, which is published alongside this IAR.

The report to the Minister should be read in conjunction with the IAR.

## **Context**

The Panel's integrated assessment of the Project represents a defined statutory process within a wider context of community and stakeholder interest in the Project, and presence of agreements and contracts between specific parties.

The Panel is aware of the considerable community interest in the Project, particularly the stadium. This is reflected in the formation of community groups, media comment, letters to the editor, statements by independent commentators, statements by political parties and independent politicians, and debates in the Parliament.

The Panel is also aware of a number of positive community and physical development activities being undertaken by the Tasmania Football Club as was outlined to it by its CEO, Mr Brendon Gale, at the public hearing. These and similar social and community benefits are considered in the Panel's integrated assessment of the costs and benefits of the Project.

---

<sup>1</sup> Under section 27(1) of the SPP Act, an order made by the Governor under section 26(6) or (8) is such that 'a permit, licence or other approval is deemed to have been issued under the Act specified in the order...'

The responsibility of the Panel is, to the best of its collective professional abilities, to independently and objectively assess the Project - that is, development of a particular stadium and associated infrastructure on a particular site.

The Panel notes there are two agreements entered into by the Government prior to the development of actual plans for a stadium on the site.

The first is an agreement with the Commonwealth Government which provides funding to develop the Macquarie Point site and surrounding area, in return for which the Tasmanian Government is required to deliver certain outcomes, including public housing, and to meet agreed milestones. The second is the agreement with the Australian Football League (AFL) to establish at Macquarie Point a stadium with a completely enclosed roof suitable for AFL football. Meeting this agreement obligation has acceptance of the entry of Tasmanian teams into the AFL attached to it.

With those requirements in place, the Proponent submitted the proposal for a multi-purpose stadium at Macquarie Point.

The Panel's assessment is of the issues associated with that Project. The existence of the agreements is a matter for the Proponent, and these do not influence the Panel's consideration of the merits of the Project as related to matters relevant to its integrated assessment.

It is not within the scope of the Panel's responsibility to recommend changes or alternatives to the Project that might address issues that arise, such as a stadium without an enclosed roof, or to recommend re-organising aspects of the Project or the Mac Point Precinct Plan.

The Proponent submitted in its closing submission for the hearing that:

The project to be assessed by the Panel depends heavily on factors that are properly in the realm of government decision making, leadership, vision and confidence. A question arises as to the degree to which the panel might take a cautious, judgemental or dim view of the potential, or whether a more positive mindset is appropriate.

The Panel does not accept that is an apt characterisation of what is required of the Panel by the SPP Act.

The task of the Panel (as delegates of the Commission) is to undertake an integrated assessment which is defined as:

a consideration of environmental, social, economic and community issues relevant to [the] project

The Panel has sought, in its consideration of the issues, to be objective and dispassionate – neither taking a 'cautious, judgemental or dim view of the potential' of the Project; nor an unduly optimistic one. Its starting point is one of value neutrality.

The Panel is acutely aware that decisions concerning the matters to which the State should devote its resources and whether the Project should proceed are to be made by government and Parliament. They are policy decisions which may be driven by 'leadership, vision and confidence'. Those drivers should not be confused nor

conflated with objective assessment such as the result of the cost benefit analysis carried out by the Panel.

Acceptance or otherwise of the Panel's recommendation in its report under section 26(1) of the SPP Act, and any changes to what was proposed for assessment, is a matter for the Government and the Parliament, as is reconciliation of the competing community values that are inherent in the Project as exemplified in the community interest referred to above.



## Next steps

The recommendation report to the Minister under section 26(1) of the SPP Act is due by 17 September 2025 (12 months from the date of the Proponent's reports first being delivered).

The final determination on whether the Project will proceed will be made by both Houses of Parliament.

See flowchart of the Project of State Significance (PoSS) process at **Attachment C** to this IAR.

# Project scope and assessment

The following represents the Panel's considered position on what is included in the Project, to be the subject of the integrated assessment.

The Project is for the development of a stadium to be used 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 (b) below. The land related to this is shown in Figure 1.
- Proposed development that is either necessary to support the stadium or convenient for the implementation of the stadium are part of the Project and are outlined in (c) below. The extent of the land associated with the Project is shown in Figure 2.

## *Uses proposed*

- (a) The activities proposed for the Project refer to three separate uses of the 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.
  - **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.

## *Development that is part of the Project*

- (b) Development that is part of the Project includes the stadium building, its immediate stadium concourse areas, the Goods Shed relocation, practice cricket wickets, a below ground carpark and works incidental to these. These are included in the Proponent's November 2024 scope of the proposed project.

Refer to Figure 1– Proponent's proposed stadium project.

- (c) Development that is part of the Project includes 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 using the stadium on land surrounding the Project, including the Aboriginal culturally informed zone and the Royal Engineers Building site
  - 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
  - development of transport infrastructure including for pedestrian movement, active transport, parking, and traffic management around Evans Street, Hunter Street, Davey Street and Franklin Wharf
  - development of new, extended and relocated utility infrastructure and services
  - development associated with the construction stage of the Project.

The indicative extent of the land associated with the Project, including development under (b) and (c) above is shown in Figure 2 below.

The draft IAR set out what the Panel considered to be the scope of the Project. It was not significantly different from what is set out above.

The Proponent, by representations made in respect of the draft IAR (representations 29, 141 and 474) and in its general submission and closing submission for the hearing, contended that the scope of the Project is more limited than what was set out in the draft IAR<sup>2</sup>.

Under the heading 'What is the Project?' in the Proponent's general submission for the hearing, the Proponent states that the Project comprises the multipurpose stadium and surrounding concourse, arrival plaza areas, the proposed relocated area for the Goods Shed to be integrated to the north of the stadium (while remaining as a standalone facility), practice cricket wickets, and the below-ground carpark.

The Proponent contends that the Project does not include the northern access road, or the development of the Macquarie Point precinct more broadly. This has been the Proponent's long-held position, as detailed in its summary report, submitted with its original proposal documentation.

---

<sup>2</sup> Refer to General Submission paragraphs [21] – [27] and Closing Submission paragraphs [20] – [24].

Likewise, the Panel has made plain that it does not agree with that characterisation<sup>3</sup>.

Legal advice has been procured from Mr Michael O'Farrell SC upon this and other issues. His most recent advice is dated 7 August 2025. This advice is copied as **Attachment D** to this IAR.

The Panel accepts the advice provided by Mr O'Farrell SC, and rejects the narrow conception of what relevantly comprises the Project, as has been urged by the Proponent.

In its general submission and closing submission for the hearing, the Proponent has also contended that certain economic matters which have occupied the attention of the Panel are not properly within the definitional provision of 'integrated assessment', in section 16(2) of the *State Policies and Projects Act 1993*, namely '...economic...issues relevant to [the] project'.

In its closing submission for the hearing, the Proponent states:

The draft IAR considered economic matters that are irrelevant and beyond the reasonable scope of economic considerations for the purposes of an assessment under the SPP Act and the Objectives of the Resource Management and Planning System of Tasmania (RMPS), including:

- (a) the economic viability of the project
- (b) the financial cost to the proponent for the development of the relevant project
- (c) the proponent's financing of the relevant project
- (d) the commercial and economic impact of the project on competitors
- (e) matters relating to State finances and State debt of the relevant project
- (f) opportunity costs arising from loss of alternative development outcomes from the site.

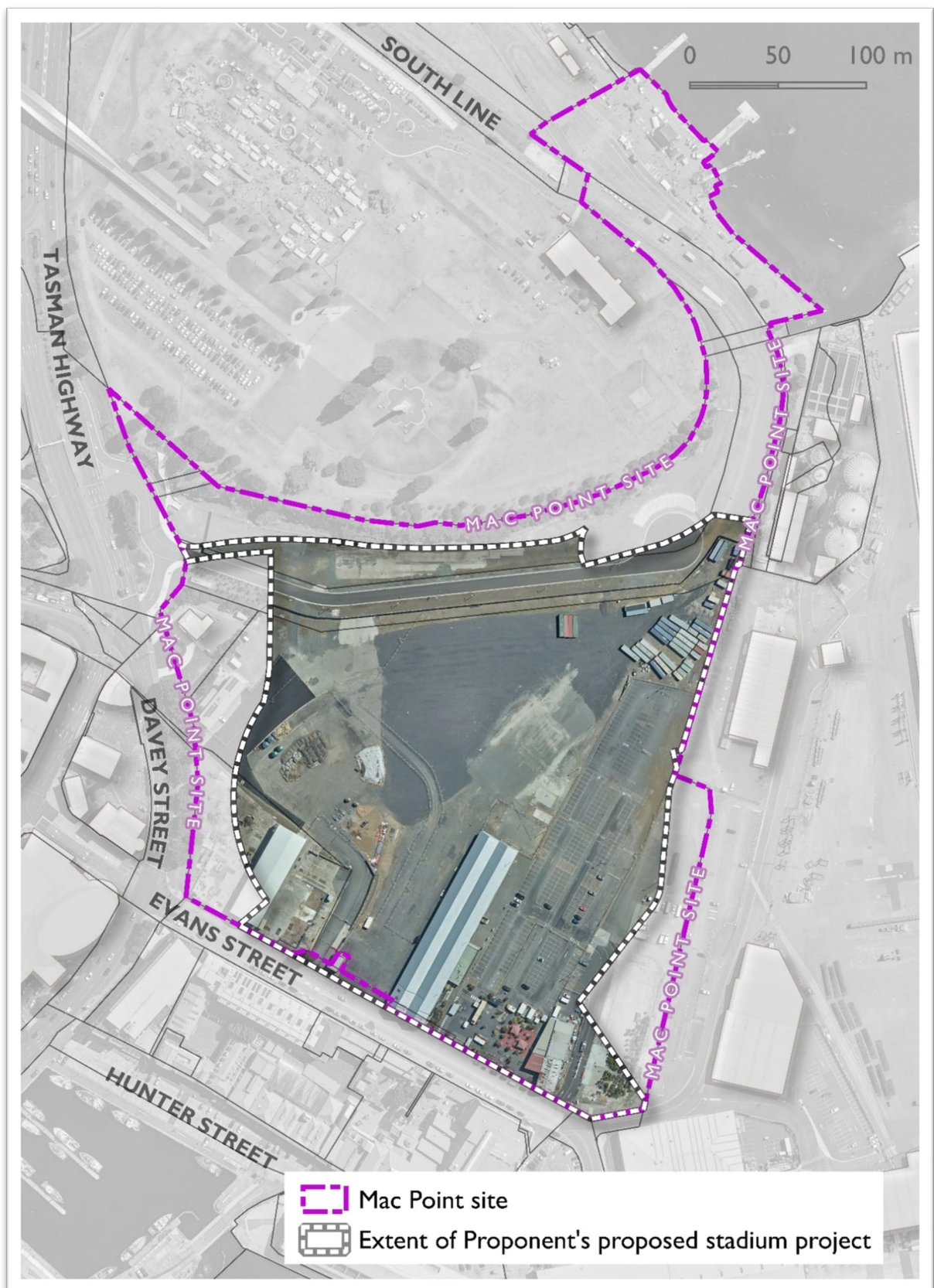
Mr O'Farrell SC has advised on this issue too, concluding (at [58] (b) of his advice at **Attachment D** to this IAR):

...the Commission is at liberty to consider economic issues relevant to the project, including issues concerning the impacts of the significant expenditure of public money by the State, and the means by which that is to be funded.

Again, the Panel accepts the advice of Mr O'Farrell SC and rejects the contentions of the Proponent.

---

<sup>3</sup> Refer to email from the Executive Commissioner to the Macquarie Point Development Corporation dated 22 January 2025



**Figure 1** – Proponent's proposed stadium project



Note: 'Mac Point Site' is the site area identified in the Mac Point Precinct Plan, August 2024



**Figure 2** – indicative extent of land associated with the Project

Note: 'Mac Point Site' is the site area identified in the Mac Point Precinct Plan, August 2024

# Representations

The draft IAR was exhibited from 31 March to 8 May 2025.

During the exhibition period, 840 representations were received. The Commission did not accept late representations.

The representations were submitted by a range of individuals, organisations, agencies, and professionals.

The representations provided a range of views on a range of matters, including:

- the scope of the Project
- support for the stadium
- opposition to the stadium
- support for establishment of the AFL/AFLW Tasmanian teams
- economic and tourism benefits and impacts
- job creation and benefits for the construction industry
- encouragement of participation in sport and associated health benefits
- access to sport, music concerts and various other forms of entertainment
- potential catalyst for improved public transport and the upgrade of infrastructure
- the cost, financial viability, impact on state debt, and the details and assumptions of cost-benefit assessment
- other priorities for state funds investment including health, education and housing
- the level of suitability of the location and the size of the site
- effects of the scale, height, size, and footprint of the stadium building
- the use and activation of the site
- other possible locations for the stadium
- the use and upgrade of existing venues at UTAS Stadium (York Park) and Ninja Stadium (Bellerive Oval)
- effects on the urban form of Sullivans Cove and the city
- the level of consistency with established planning principles for Sullivans Cove and the Macquarie Point site
- visual and landscape impacts
- impacts on heritage, including the Hunter Street buildings, the Cenotaph, the Goods Shed, the Royal Engineers Building, and the general Sullivans Cove historic character
- Aboriginal cultural heritage and the Aboriginal culturally informed zone

- the design of the stadium building, including the roof and requirements for cricket
- transport issues, including traffic congestion during events, the need for effective traffic management, public transport, parking, pedestrian movement, and the underground car park
- safety and emergency evacuation
- overshadowing of residential and heritage buildings
- impacts on surrounding residents and visitor accommodation, including the potential Collins Street pedestrian bridge, access to parking, pedestrian movement, noise, lighting, privacy, and safety
- impacts on surrounding businesses, including access, parking, brand erosion, tourism, and access
- lighting, noise, and vibration effects – including the impact on the Tasmanian Symphony Orchestra and Tasmanian Museum and Art Gallery
- site contamination and remediation, site excavation, waste disposal, and climate change
- the integrated assessment process
- the agreement between the AFL and the Tasmanian Government.

All representations, and a summary of the representations, are available on the Commission website.

The Panel considered all representations in completing the IAR, irrespective of whether the representors were invited to participate in the hearing (refer to further information under **Hearing** below).

The Panel notes some of the matters raised in the representations were not relevant to, or able to be considered in, the integrated assessment, and consequently were not considered as part of the assessment.



# Hearing

The Panel determined that 29 of the representations should be subject of a public hearing.

A directions hearing was held on 10 June 2025, with the public hearing held over 13 days between 25 June and 15 July 2025.

Twenty-three representors participated in the hearing, as well as the Environmental Protection Authority (EPA), which did not submit a representation but is a relevant agency. Some representors relied on additional evidence from expert witnesses.

A list of hearing participants is provided in **Attachment E** to this IAR.

The purpose of a hearing was to help the Panel gain further understanding of, and explore issues relevant to, the Project. The hearing was an opportunity to hear from some interested members of the community as well as subject matter experts and the Proponent. The hearing days and participants were largely grouped by topic to allow for participants to hear and engage with all information presented on topics of interest.

A range of views and evidence was provided on a variety of matters.

Seventy-four further submissions were received from representors and expert witnesses during or following the hearing and were published on the [Commission website](#). Fifty-two of these submissions were provided by the Proponent, with the remainder provided by other hearing participants.

The Proponent made written and oral submissions throughout the hearing process to provide additional information and evidence on issues, and in some cases, to replace expert evidence it had relied upon previously. In particular, the Proponent's initial reports and evidence on noise, land use planning, and visual impact assessment were replaced by evidence provided by different experts through the hearing process.

Updated information was also provided to replace some plans and visualisations relied upon by the Proponent. Notably, this included plans for the underground car park, which reduced from three levels to two, and updated visualisations showing more accurate properties of the proposed building materials. Other evidence provided by the Proponent through the hearing confirmed or provided more detail on matters addressed in its originally submitted documentation and representations on the draft IAR.

All information provided at the hearing was considered by the Panel in drafting the IAR. Where relevant to the Panel's discussion, statements made during the hearing or in hearing submissions are referenced in individual sections of the IAR – particularly where the Panel takes a different view and/or they are pertinent to the Panel's findings. Not all relevant information from the hearing could be directly referenced within the IAR, however this does not indicate that the Panel considered that information to be insignificant.

The following provides a general summary of views on some of the key issues discussed at the hearing.

### ***Economic, social and cultural effects***

- The Proponent submitted that the Panel's assessment of economic matters should be limited to those relevant to 'town planning' matters, and not wider state economic issues, including impacts on state finances. Other representors considered that both a cost-benefit analysis at state level and a financial impact analysis for state finances were relevant, questioned the Proponent's economic assumptions used in its cost benefit analysis, and considered that the impact on state debt will be significant and that the stadium is a luxury and not a necessity, diverting public funds from essential services.
- The Proponent, its expert economics witness, and other participants considered that the stadium is expected to generate significant employment, stimulate visitation, act as a catalyst for investment, support urban renewal and precinct activation, and foster civic pride, physical and mental health, and community identity and experience. Some participants considered that the stadium will be a demand driver for tourism and events, including access to new markets for larger conferences. Other representors considered that the Proponent's assumptions about economic and social benefits were highly optimistic, that the stadium will likely crowd out business for other local industries, and that it could have negative impacts on local businesses and on tourism due to the effect the stadium will have on other important values such as heritage.
- The Proponent and its expert economics witness considered social and community benefits as being difficult to quantify, and that there will be social and community benefits beyond those that could be assigned a value in a cost-benefit assessment – such as liveability, and the Tasmanian brand and identity. Other representors considered that the location of the Project limits community benefit, that the stadium lacks social legacy, that the proposal has resulted in community division, and that the social and community benefits are related to the new AFL teams and not the stadium itself.
- The Proponent submitted that the stadium is public infrastructure and a community asset, and while the stadium will not have a positive benefit-cost ratio, most stadiums do not, yet they are still worth public investment due to their long-term public value. Other representors noted that extensive peer reviewed literature provides clear evidence that stadiums very rarely deliver net economic and social benefits, and largely do not deliver the level of benefits estimated at the proposal stage.

### ***Urban form, landscape and planning***

- The Proponent considered that the existing planning principles for Sullivans Cove are of limited relevance as the PoSS process overrides existing planning instruments. A number of representors and their expert witnesses considered existing planning principles to be relevant and important, and

considered the stadium's scale and visual dominance will undermine the intent of these principles.

- The Proponent and its expert planning witness considered that Sullivans Cove is an evolving landscape that includes non-traditional buildings, and that Macquarie Point has an industrial past, is isolated from the rest of Sullivans Cove, and has a different character – meaning the stadium is appropriate. Other representors and their expert witnesses submitted that the stadium's scale will detract from the area's fine-grained, low-rise, heritage character and visual values.
- The Proponent and its expert visual impact assessment witness considered the stadium to be well designed and contextually appropriate to Hobart's urban and natural landscape, and that though it will be visually prominent, it will be an iconic building on a site earmarked for substantial change. A number of representors and their expert witnesses considered that the stadium's significant scale and bulk will be contrary to Hobart's landscape-informed character, spatial experience, and visual amenity.
- The Proponent and its architect submitted that the design is contextually sensitive, reflecting Tasmania's identity via the use of materials, forms, and tones. Other representors and their expert witnesses considered that the stadium's form and materials (like timber and steel) do not reflect Tasmanian character and identity.
- The Proponent and its expert visual impact assessment witness considered that the stadium roof is a lightweight and translucent structure that is visually recessive and responsive to the surrounding natural landscape forms. A number of representors and their expert witnesses submitted that the roof's scale, form and visibility above surrounding buildings make it the most visually dominant and heritage-incompatible element of the stadium building, including when it is illuminated at night.

### ***Land use, activity and activation***

- The Proponent and its expert planning witness submitted that the stadium will create human-scale public spaces and associated retail opportunities. A number of representors considered that the limited space, poor pedestrian permeability, lack of human scale, and wind conditions around the stadium will hinder its activation.
- The Proponent and its expert planning witness submitted that the stadium will activate the area and increase the foot traffic in the surrounding area, and will not have a negative impact on the surrounding business operators. A number of representors raised concerns regarding event scheduling coordination, transport, and potential acoustic and vibration impacts on surrounding business operations.

- The Proponent and its expert planning witness submitted that the stadium will improve pedestrian links to nearby areas such as Regatta Point<sup>4</sup> and the Queens Domain, activating the site beyond events. Other representors noted that its visual dominance, isolated public spaces, and lack of detailed design will degrade the area's character and vibrancy, especially at night or outside event times, without adequate area for viable hospitality services.

### ***Environmental management and hazards***

- The Proponent's expert noise witness considered noise effects could be adequately mitigated and managed by measures such as:
  - lower sound power equipment, hoardings and shrouds during construction
  - a Construction Noise and Vibration management plan
  - Environmental Protection Authority (EPA) oversight and independent review
  - adherence to the New South Wales Interim Construction Noise Guideline
  - maximum external noise limits of 75dBA for events
  - respite from construction activities on Sundays and an 11.00 pm event curfew
  - permanent noise monitoring and feedback systems.
- The Proponent submitted that permit conditions will effectively manage noise issues and will be aligned with advice from its noise expert, potentially with the exception of the maximum end time for events and exclusion of construction activity on Sundays. The EPA considered itself a regulator of construction impacts but not operational use, and noted that it has not undertaken any assessment of the Project.
- The Tasmanian Museum and Art Gallery (TMAG) and Tasmanian Symphony Orchestra (TSO) raised concerns about the effects of noise and vibrations on their activities. The Proponent came to an agreement with the TSO (outside of the hearing) to fund noise mitigation measures that alleviated TSO concerns. The Proponent's noise expert provided additional written evidence for the hearing that vibration from the stadium will not affect sensitive items stored at TMAG. Glebe residents also raised concerns about concert noise, however the Proponent's expert considered that the noise modelling at the Glebe showed levels that will likely be below disturbance levels.

---

<sup>4</sup> It is noted that 'Regatta Point' is not a formal geographical name, but is colloquially used to refer to the area where vessels are launched for the Royal Hobart Regatta.

- The Proponent noted the underground carpark has been revised from three levels to two to avoid groundwater issues, and considered that remediation will be adequately managed with the oversight of the EPA.
- The EPA emphasised the importance of the environmental auditor and oversight by the EPA on any construction environmental management plan, and considered that a staged site remediation approach could potentially be appropriate. Other representors highlighted the importance of effective remediation and its impact on construction time and costs, considered there was lack of clarity on disposal plans for contaminated materials, that there is insufficient information to fully understand risks, and raised concerns that transparency and community consultation relating to management of contamination risks will be limited if approval for the Project is granted.

### ***Transport, movement and access***

- The Proponent and its expert transport witness submitted that the aim is to eliminate vehicle-pedestrian conflicts at busy intersections such as Evans and Davey Streets. It was submitted that this will be achieved via police enforcement, controlled pedestrian corridors, signage, and pinch-point management using barriers, wayfinding, and pedestrian flow control techniques.
- The Proponent and its architect considered that emergency evacuation includes four dedicated egress points, safe refuge areas for wheelchair users, and adjusted pedestrian flows near Gate 3 to ensure emergency vehicle access via two uncongested routes. The Proponent considered these routes are designed to avoid congestion and ensure unimpeded ingress during emergencies.
- The Proponent and its expert transport witness emphasised the importance of safe stadium access and efficient traffic flow. They proposed traffic management measures such as street closures during events, police presence, and pedestrian safety barriers. Widening the footpaths along Davey Street was identified as essential to prevent pedestrian congestion. The Proponent's expert also recommended coordinated traffic management, including the establishment of an event-specific transport control centre which would oversee operations and ensure traffic plans are reviewed after each event. Other representors were concerned that the stadium lacks integration with its surrounding environment, making crowd movement difficult to manage.
- The Proponent and its expert transport witness proposed a 60–70% non-car mode share, with buses and ferries playing key roles, stating that a 10-bay bus plaza could serve up to 8,000 passengers, and behavioural shifts toward public transport were expected after a few events. Other representors noted Hobart's car dependency and the difficulty of shifting ingrained travel habits.

### ***Historic cultural heritage***

- The Proponent's expert heritage witness submitted that the stadium will have major direct and indirect impacts on several surrounding places of historic cultural heritage significance, particularly the Hunter Street buildings, the Royal Engineers Building, the Cenotaph, and other public spaces – with the domed roof being the single most impactful element. Other representors and their expert witnesses agreed with this view and noted that the Proponent's proposed mitigation measures are minimal and do not meaningfully reduce the impact on the surrounding heritage setting.
- The Proponent's expert heritage witness considered that the heritage impact on the Cenotaph will be substantial, mainly due to the proposed roof. The Proponent's planning and visual impact assessment witnesses considered the visual impact on the Cenotaph will not be unreasonable and the fundamental cultural significance of the Cenotaph should remain. A number of other representors and their expert witnesses submitted that the negative impact on the Cenotaph will be highly significant, and its sightlines, sense of place and community significance will be permanently disturbed.
- The Proponent and its expert heritage witness considered that material choices that are more recessive and reflective of the sky and interpretive elements to communicate the site's history will reduce the impacts on the heritage setting to some degree. The Proponent's heritage witness considered that even with these measures, the impacts on historic cultural heritage values will be 'major'. Other representors and their expert witnesses submitted that the visual and historic cultural heritage impacts of the stadium, in particular its height and proximity to heritage elements, will be permanent and unmitigable.

### ***Aboriginal heritage***

- The Proponent noted that consultation with the Aboriginal community is ongoing, and an Aboriginal culturally informed zone will be delivered as an outcome of this consultation. Other representors noted there was a significant lack of meaningful consultation with the Tasmanian Aboriginal community, a failure to recognise Aboriginal cultural heritage, traditional ownership, landscape associations and values, and a tokenistic approach towards Aboriginal values in the proposed design.

### ***Permit conditions***

- Permit conditions were discussed at the hearings by relevant parties – specifically the Proponent, the Hobart City Council, the Environmental Protection Authority (EPA) and TasWater.
- The Proponent prepared a set of draft proposed permit conditions for the Project to discuss at the hearing, and submitted a final version to the Panel following the hearing. The final version of the Proponent's proposed permit conditions is provided for information as **Attachment F** to this IAR. The

Panel notes these conditions have been agreed by relevant parties at the hearing (the Hobart City Council, EPA and TasWater).

- The Panel does not consider that the proposed conditions address the full Project scope and impact of the Project, and considers that they do not mitigate significant negative effects, or give effect to all relevant planning considerations. The Panel makes no further comment about the proposed conditions, other than where they are specifically referenced in relevant sections of this IAR.



# Integrated assessment



## 1.0 Net social benefit or cost of the Project

### 1.1 Cost-Benefit Assessment

- (a) A cost-benefit assessment (CBA) has been conducted by the Panel in accordance with normal practice for projects involving significant public expenditure.
- (b) CBA is a widely used and accepted tool for evaluating the overall impact of a project on the economic welfare of a community – in this case, the impact on the Tasmanian community of the construction and operation of the stadium Project.
- (c) The Project utilises public funds with the aim of creating benefits for the Tasmanian community.
- (d) The Proponent contends the benefits will be:
  - increased economic activity in Tasmania ('economic uplift') with attendant benefits for the levels of employment and incomes
  - enhancement of the physical and mental health of Tasmanians
  - increased amenity/experience – the 'consumer surplus' for persons attending the stadium (described as 'use value')
  - increased civic pride and social cohesion irrespective of whether there is a desire to attend events at the stadium (described as 'non-use' value)
  - liveability – including the benefits of urban renewal, a catalyst for the broader precinct and for public transport, and sporting and cultural offering enhancement
  - enhancement of Tasmania's brand.
- (e) Importantly, the construction of the Project enables Tasmania to meet a pre-condition to have AFL and AFLW teams – the Tasmania Devils.
- (f) Several disbenefits were identified in the Proponent's reports or in submissions received from the public, including:
  - disruption to local businesses and residents
  - visual disamenity
  - potential brand damage in relation to the visitor experience at Sullivans Cove



- noise and pollution during the construction and operation of the Project
  - traffic congestion
  - housing supply pressures in Hobart due to the influx of workers from interstate or from elsewhere in Tasmania
  - 'crowding-out' effects including increased cost of trade labour and materials during construction.
- (g) Social benefits and costs are discussed in more detail in section **1.3 Social benefits and costs**, and elsewhere in this IAR.
- (h) The CBA aims to monetise these economic, social, cultural, and community benefits and costs, and weigh the resulting net benefits against the costs of achieving them.
- (i) If all such costs and benefits to a community can be reasonably measured, a benefit–cost ratio (BCR) of less than one implies that the collective economic welfare of the community will decline as a result of the project, or if greater than one, that economic welfare will increase.
- Another way of expressing this is that if the BCR is less than one there is a net social cost to Tasmania from proceeding with the development.
- (j) Utilising the work of KPMG and other consultants, the Proponent has attempted to quantify all important benefits and costs. The Panel has rigorously assessed these costs and benefits, and in most cases has adopted the Proponent's estimates – particularly in relation to capital costs (with the exception of capital 'scope') and social benefits.
- (k) However, key areas of difference relate to the value of 'visitation' benefits and the scope of the capital costs included in the CBA – following evidence provided in submissions, in the public hearings, and through the Panel's own considerations.
- (l) Sensitivity analysis is provided to test the impact on the BCR of adopting alternative assumptions.

### **Consideration of economic benefit**

- (m) The economic benefit generated by the Project is the extent to which the size of the Tasmanian economy is increased following the construction of the Project, compared to the situation if it were not constructed.
- (n) There are essentially three effects that create this economic benefit, as referenced in the Proponent's reports (Appendix E, KPMG Cost Benefit Analysis, pp. 18-23):
- the extent to which Tasmania will receive additional visitors who spend money within the state, that would not otherwise have been the case ('new' visitor spending)

- the extent to which Tasmanians will no longer leave the state to attend events that are now available in Hobart ('retained' Tasmanian spending)
  - as the Project is the catalyst for Tasmanian-based AFL teams, the level of investment that the AFL makes in Tasmania above the amount it already provides, being an injection of funds and representing increased spending and economic activity in the state.
- (o) The Panel has generally adopted KPMG's estimates of benefits, with the important exception being the increased spending by new interstate visitors that will be attracted to visit Tasmania because of events at the stadium.

### **Capital scope**

- (p) To build and operate the Project requires a 23,000 seated capacity roofed stadium to be constructed and a range of supporting works necessary to enable the stadium to be accessed and to operate effectively.
- These supporting works include:
- the northern access road
  - relocation of the Goods Shed
  - a bus plaza and extra buses
  - a car park
  - minor street works
  - site works, including energy services, sewerage relocation, and general engineering.
- (q) The cost of these works has been supplied to the Panel by the Proponent in Technical Note 1, provided for the hearing.
- (r) The Proponent agrees the works are necessary but considers that the car park, bus plaza, cost of new buses, site works, and the northern access road should not be regarded as forming part of the Project cost.
- (s) In Technical Note 1, provided for the hearing, the Proponent argues that these are either necessary for any alternative development of Macquarie Point or are of a commercial nature – such as the car park – or were 'pre-committed for other reasons, or, in the case of the required buses, can be amortised over an extended period by using spare capacity in the school bus fleet.
- (t) After considering each of these items, the Panel has formed the view that they are essential components of the Project and must be taken into account, and that none were pre-committed.

- (u) On the information supplied in the detailed submissions by the Proponent in September 2024, a car park of at least 300 spaces is required for the development<sup>5</sup>.
- (v) The cost of the car park has been included and the commercial revenue that will accrue on non-event days to Stadiums Tasmania has been included in the benefits.
- (w) To reflect the Proponent's position, scenario sensitivities are presented in Table 1.3, to show the impact on the BCR of removing these capital items from the scope of the assessment.
- (x) Table 1.1 shows the estimated capital cost of the Project.

---

<sup>5</sup> Appendix N – Transport Report states the provision of 300 car parking spaces are required for the use of the stadium, and these are to be allocated to corporate guests and members. Through the hearing process, the Proponent altered the proposed underground carpark from three levels to two levels with 374 parking spaces.

Table 1.1: Capital cost estimates and state funding requirement

Cost estimate	(\$ million)
Core stadium	945.0
Site works <sup>6</sup>	32.0
Northern access road and event plaza, minor Evans Street works	75.9
Car park	97.0
Event buses	49.0
Total capital expenditure	1,199.0
<b>Less external capital contributions</b>	
Commonwealth	240.0
AFL	15.0
<b>Net amount to be funded by state</b>	<b>944.0</b>

- (y) The cost to be funded by the state is \$944 million – a total cost of \$1,199 million less the Commonwealth’s contribution of \$240 million, and the AFL’s capital contribution of \$15 million<sup>7</sup>. This capital cost estimate in Table 1.1 does not include the costs of any works on Davey Street, Collins Street and Hunter Street – or the potential Collins Street footbridge.
- (z) While the need for path widening and works on some of these streets to facilitate safe pedestrian movement was noted at the public hearings, costs were not included in the Project estimates provided to the Panel by the Proponent<sup>8</sup>.
- (aa) As noted, the capital costs in Table 1.1 are the cost estimates provided by the Proponent. This is not to say that the Panel necessarily considers these cost estimates are reasonable approximations of the

<sup>6</sup> Site works include the sewerage main relocation, general engineering, and the provision of energy and related services.

<sup>7</sup> The funding to be applied to the stadium construction cost from the AFL and Commonwealth is specified in the Club Funding and Development Agreement, May 2023. Cost estimates were provided by the Proponent in Technical Note 1, 24 June 2025. The treatment of the Commonwealth funding is discussed under ‘the treatment of Commonwealth funding’ in section 1.2.

<sup>8</sup> Cost estimates for a range of potential pedestrian and street improvements were outlined in Appendix N – Transport Study (WSP). In the draft IAR, the estimated cost of these works, excluding the footbridge, was included at \$17.6 million.

final design and construct tender specification estimates. For commercial-in-confidence reasons, the Proponent has not provided quantity-surveyed costings to enable the Panel to test the veracity of these cost assumptions.

- (bb) The Proponent's core construction cost estimate of \$945 million is an updated estimate on the September 2024 estimate of \$775 million and it states this cost now includes the commercial items previously assumed to be funded by private investors – such as kitchen food and beverage services, LED banner advertising, PA and CCTV, as well as enhancements to floor areas and layouts to improve patron experience. It also includes the cost of relocating the Goods Shed. It does not include any additional allowances for unit cost escalation or contingencies that were included in the September 2024 estimate. In this sense it does not represent a revised number based on general cost increases.
- (cc) The previous estimate of \$775 million had been described by the Proponent as a 'concept-stage estimate'. Infrastructure Australia guidelines note that a significant allowance should be added to a concept-stage estimate to reflect cost increases in the design-development process through to the final design and construct contract tender specifications<sup>9</sup>. In addition, the roof design will need to be refined to overcome shadowing effects to enable Test cricket to be played at the venue.
- (dd) There is substantial evidence that final costs are likely be significantly greater than concept-design stage costs – as has particularly been the case in recent years for major public construction projects both in Australia and overseas<sup>10</sup>. A sensitivity scenario is therefore included in Table 1.3 for an increase of 20% on the current core cost estimate of \$945 million.
- (ee) Table 1.2 sets out the Panel's base case estimate of the overall net social benefit or cost, resulting from the development and operation of the Project. The values are expressed in net present value 2024 dollars, as all the base data supplied by the Proponent is expressed in 2024 dollar-value terms. The discount rate used is 7% real, the reference rate currently adopted by Infrastructure Australia. The assumptions and information sources for each of the estimates in Table 1.2 are provided in **Attachment G** to this IAR. The impact on the BCR of using alternative discount rates is shown in Table 1.4.

---

<sup>9</sup> At the hearing, the Proponent's project architect, Mr Alastair Richardson, stated that the design/drawings were about 60% complete for the purposes of a design and construct tender.

<sup>10</sup> For examples, refer to Infrastructure Australia Annual Performance Statement 2025; and International Major Infrastructure Projects Benchmarking Review 2021, Boston Consulting Group, for the Office of Projects Victoria.

Table 1.2: Cost benefit assessment

Net social benefit/cost	Net present value 2024–2058 (\$ million)
<b>COSTS</b>	
Core stadium and precinct works, net of external contributions (1)	561
Northern access road and bus plaza	69
Car park	88
Buses	44
Stadium lifecycle costs	61
State subsidy for the Tasmania Devils (2)	53
Stadium event attraction costs (3)	25
Other costs, not elsewhere classified (4)	74
<b>Total costs</b>	<b>974</b>
<b>BENEFITS</b>	
Economic – new visitor spending	101
Economic – retained Tasmanian spending	80
Economic – AFL investment in Tasmania	61
Sub-total economic	242
Social – utility improvement for Tas residents, use and non-use	37
Social – health and productivity improvements	30
Less net social costs (5)	0
Sub-total social	67
Net stadium operating revenues, including car park (6)	43
Other benefits, not elsewhere classified (7)	83
<b>Total benefits</b>	<b>435</b>
<b>Net social cost (economic welfare loss)</b>	<b>-539</b>
<b>Benefit – cost ratio</b>	<b>0.45</b>

- (1) Core stadium costs, including preparatory site works – sewer main, energy services, Goods Shed relocation – of \$977m, net of AFL and Commonwealth capital contributions, based on cost and funding schedules provided by the Proponent and in the AFL and

Commonwealth funding agreements, and expressed in discounted 2024 net present value terms.

- (2) State subsidy to the Tasmania Devils net of the current state subsidy for AFL games in Tasmania.
- (3) Assumed to be \$5 million a year based on the new schedule and type of events and conferences.
- (4) Includes opportunity cost of land and the marginal cost of public funds.
- (5) Assumes any unquantifiable social benefits and non-inclusion of social costs balance out.
- (6) Updated stadium revenues less stadium operating costs (earnings before interest, taxes, depreciation and amortisation (EBITDA) basis), removing revenue from transferred events and adding car park commercial revenue.
- (7) Terminal value of assets and land.

**(ff)** The results of the sensitivity scenarios are provided in Table 1.3.

**Table 1.3: Sensitivity scenarios**

<b>Sensitivity scenarios</b>	<b>BCR</b>
Core capital cost + 20%	0.39
Car park excluded	0.49
Buses excluded	0.47
Northern access road and bus plaza excluded	0.48
AFL new investment at 50% of base case	0.41
Northern access road, bus plaza, and buses and car park excluded	0.56
Marginal cost of public funds and opportunity cost of land excluded	0.47
Test cricket excluded	0.44

**(gg)** 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.

**(hh)** 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.

- (ii) The BCRs from using alternative discount rates are presented in Table 1.4:

Table 1.4: Discount rate sensitivity

Real discount rate (%)	4	7	10
Discounted costs (\$ millions)	1,123	974	879
Discounted benefits (\$ millions)	578	435	346
Net benefits (\$ millions)	-545	-539	-533
<b>Benefit–cost ratio</b>	<b>0.51</b>	<b>0.45</b>	<b>0.39</b>

- (jj) Tables 1.3 and 1.4 show that the underlying BCR does not change significantly with variations in key assumptions and discount rates and remains substantially less than one.
- (kk) The low benefit-cost outcome is due to the low level of economic and social benefits relative to the size of the investment required in the Project to generate these benefits. This is explained in more detail below.

## 1.2 Economic benefits

### *The measurement of economic benefits*

- (a) The main economic benefits to Tasmania from building the Project arise from:
- the level of new spending by visitors from outside the state who attend events at the stadium but who otherwise would not have visited Tasmania if there was no Macquarie Point stadium
  - the spending by Tasmanians attending events at the stadium instead of travelling interstate to attend those events
  - The AFL's enhanced investment in Tasmania.
- (b) KPMG calculates the new visitation and retained visitation benefits by estimating the number of new interstate visitors, the number of Tasmanians no longer departing, the average number of days they stay, and the average amount they would spend per day. The amount spent while in Tasmania or elsewhere is converted to economic impact by using the standard approach of calculating the cents in the dollar of spending that would translate into labour and producer surpluses.
- (c) KPMG estimated the number of people involved in these two categories by using the event calendar developed by the Proponent,



and assuming a certain percentage of the crowd size for each type of event that would comprise either interstate visitors or Tasmanians no longer leaving the state for events on the mainland.

- (d) The Panel's estimates of the benefits included in its CBA in Table 1.2 differ from the KPMG estimates in the following ways:
- the Panel has used a combined producer and labour surplus of 26 cents in the dollar compared with the KPMG assumption of 34.6 cents
  - the Panel has used a lower estimate for new interstate visitors, particularly for AFL games.

### ***Producer and labour surplus***

- (e) In the Panel's draft Integrated Assessment Report (draft IAR) it was assumed that the combined labour and producer surplus would total 20 cents in the dollar (10% each for labour and producer surpluses). These were estimated, taking into account the structural characteristics of the Tasmanian economy.
- (f) KPMG argued that, despite the fact that Tasmania has a lower retained gross operating surplus due to the ownership and industry structure and nature of businesses in Tasmania and other factors, the industries benefiting from the activity of the stadium will most likely be tourism, entertainment, and recreational services which tend to be smaller locally-owned businesses. The Panel has accepted this argument and has used a producer surplus of 16%, the same used by KPMG in its CBA.
- (g) KPMG used a labour surplus estimate of 18.6%. For the reasons explained in the draft IAR and taking into account academic and other studies on the size of labour surpluses, and particularly the structural and projected characteristics of the Tasmanian labour market, the Panel has decided to retain the assumption of 10% for labour surplus.

### ***AFL games***

- (h) AFL games account for 55% of KPMG's estimate of the total visitation economic benefits.
- (i) The KPMG analysis estimates an average crowd size for AFL men's games of 20,825, and it assumes that 25% of this attendance would be new interstate visitors – that is, approximately 5,200 per game.
- (j) This assumption of 25% was used for all 'commercial sport and recreation games'. KPMG noted that this figure 'was benchmarked against the proportion of local vs inbound visitors to Hawthorn (AFL) games held at UTAS Stadium, as published by PwC in 2017' (Proponents reports Appendix E, KPMG Cost Benefit Analysis, p. 18).
- (k) The PwC report said it was believed that interstate visitors accounted for 'about one quarter' of total attendees. KPMG implicitly assumed that all interstate visitors would be 'new'.

- (l) In representations, and in the public hearings, arguments and new information were presented on estimates of visitation for AFL games. There is data available for North Melbourne and Hawthorn games in 2014 and 2015 in Hobart, 2017 and 2022 in Launceston, and 2023 and 2024 in Hobart. This information is variously derived from post-game surveys, ticketing information, and AFL attendance records<sup>11</sup>.
- (m) From an analysis of the survey and ticketing information in relation to the most recent 13 games played by Hawthorn and North Melbourne over the 3 years 2021 to 2024, it is estimated that:
  - the average interstate attendance was around 1,350 people per game for those who travelled to Tasmania primarily to attend the game
  - those visitors stayed around 3 days on average, depending on the level of adjustment made to take into account the longer lengths of stay for the 30% of visitors who were in Tasmania anyway, and for which their primary purpose for being here was not game related
  - the attendance was not related to crowd size – there was only a small difference in the estimated average interstate visitors between North Melbourne games (1,292 per game) and Hawthorn games (1,467 per game), but the average crowd sizes differed by almost 100% – with average attendance at North Melbourne games being 6,310 compared to 12,038 for Hawthorn games.
- (n) Information from previous games surveyed showed that larger crowds in Tasmania had no greater interstate attendance.
- (o) For example, a Richmond/North Melbourne game in 2014 attracted the largest crowd in Hobart but also had the largest resident Tasmanian attendance. For this game, interstate attendance was 13% of the crowd for the two Victorian teams involved.
- (p) It is clear that the number of interstate visitors is not related to crowd sizes but rather is a function, logically, of the propensity or willingness of mainland club supporters to travel to Tasmania to watch their team play. In recent years this number has not varied significantly, notwithstanding the different interstate teams playing in Tasmania and varying crowd sizes for these games.
- (q) Taking into account that the assessment being undertaken requires the incremental number of visitors to be estimated compared to the number

---

<sup>11</sup> The estimates result from diagnostic analysis of information contained in the following: Technical Note 14, 14 July 2025; The economic impact of Hawthorn Football Club Matches in Northern Tasmania, October 2022, PwC; AFL Tables, Ninja Stadium (Bellerive Oval) and Utas Stadium (York Park) Attendances 2012–2025; KPMG Cost Benefit Analysis, September 2024; The Socio-Economic Value of AFL Games in Hobart 2015, Institute of Project Management; Hobart Stadium Capacity Optimisation Analysis, August 2022, MI Global Partners.

that would come to AFL games in Tasmania if there were no Macquarie Point stadium, and that these past games involved two interstate teams, the assumption of 5,200 interstate visitors at 25% of crowd size, on average per game, is overstated.

- (r) In assessing the economic benefit of the Project compared to a scenario where it is not constructed and there are no Tasmanian-based AFL teams, the net benefit is the number of new visitors to AFL games over and above the alternative. In this case, the alternative is the status quo of AFL games in Tasmania. In this alternative 'status quo' scenario, it is assumed that the Tasmanian Government would continue to subsidise AFL teams to play games in Tasmania. Consistent with this logic, in the CBA calculation, the estimate of the state's subsidy to the Tasmania Devils has been offset by the savings from the state not subsidising Hawthorn and North Melbourne games.
- (s) Considering all the available evidence, the Panel has adopted an assumption of 2,000 incremental visitors per game in addition to the approximate 1,500 currently attending AFL games in Tasmania. This takes into account the past survey and attendance statistics as described above, and notes that there will now only be one interstate team. It also acknowledges and allows for an increase in attendances due to the greater attractiveness of the Hobart stadium as a place to enjoy AFL games in winter, and for the possibility that 'expat' Tasmanians might visit Hobart to watch games in addition to the Tasmania Devils' games in their adopted state. This assumption of 2,000 incremental visitors per Tasmania Devils game implies that of the approximately 21,000 average crowd size, about 3,500 or 17% would be interstate visitors, and about 17,500 or 83% would be Tasmanian residents.
- (t) Considering the adjusted average length of stay from more recently surveyed Hawthorn games in 2022, the Panel has adopted an assumed average length of stay of 3.1 nights, the same as KPMG assumed in its September 2024 CBA, and has also adopted the KPMG's assumed average spend of \$258 per day, plus in-stadium purchases of \$68.

### ***Event capacity, conferences, concerts and new information***

- (u) In Technical Note 1, The Proponent, through Stadiums Tasmania, provided an updated assessment of the events and conferences it expects will be held at the stadium.
- (v) There has been a significant increase in the number of smaller events and in conference delegate numbers.
- (w) These new estimates, including a concert-capacity increase from 30,000 to 38,000, an increase in business events, and 260 minor non-event days such as corporate dinners and conferences, have been adopted for the purposes of this Report.

- (x) In addition, in the CBA in Table 1.2, retained visitation for entertainment events has been increased from 10%–25% as proposed by KPMG. These changes – as well as having a small positive impact on visitation benefits – result in significantly greater revenue for Stadiums Tasmania.
- (y) As a result of Stadiums Tasmania's revised operating assumptions and event calendar, and the inclusion of car park revenues, the stadium's net operating revenue (EBITDA basis) has increased from an estimated Net Present Value (NPV) loss of \$62 million in KPMG's September 2024 report, to a NPV gain of \$43 million.
- (z) With respect to the full stadium concert event (where the crowd size is now assumed to be 38,000), the Proponent assumes that 20% of the crowd will be interstate visitors to Tasmania for the primary purpose of attending the event. This has been adopted by the Panel for the purpose of the CBA, but is considered optimistic. It is likely that a major event such as this will also be held in other state capital cities, and there may only be a small number of potential visitors seeking to attend the event in Hobart.

### ***Test cricket***

- (aa) The representation from Cricket Australia/Cricket Tasmania dated 8 May 2025, in part states that the proposed roof structure casts a grid-like pattern of shadows that moves across the field of play, particularly on the cricket pitch block, and presents an unacceptable playing, operational, and broadcast environment for all forms of cricket, including Test Matches, One Day International (50 over) and T20 fixtures that commence in daylight hours.
- (bb) The Proponent is currently examining roof translucency changes to prevent or minimise pitch shadowing effects to enable Test cricket and other forms of cricket to be played.
- (cc) The Proponent's assumption that there will be a Test match every year at the stadium with an average attendance of 56,352 over 4 days, with 20% being new visitors, accounts for approximately 5% of the total visitation economic benefit.
- (dd) In its base case, the Panel has assumed that Test matches will be able to be played at the stadium, and while the Panel has adopted these assumptions, it notes that having a Test match every year at an average crowd size of almost 60,000 per match appears optimistic.

### ***Retained Tasmanian spending***

- (ee) KPMG states that:  

the current venues offered in Tasmania in the absence of an AFL team, means the state misses out on a number of events held in interstate locations. It follows that Tasmanians who would like to attend these events are required to travel interstate to do so, and, in the process,

transfer economic activity out of Tasmania. The stadium is expected to retain a portion of this expenditure (Proponents reports Appendix E, KPMG Cost Benefit Analysis, p. 22).

- (ff) KPMG calculates this increased economic activity by taking the inverse of its assumption in relation to the number of interstate visitors at stadium events and assuming that Tasmanians would have stayed interstate on average for 2.9 nights at an average spend of \$326 per night. Applied to this expenditure are the assumed rates of producer and labour surplus.
- (gg) The KPMG calculation estimates that 32,500 Tasmanians on average would not leave the state each year to attend an interstate event because that event would be held in Hobart at the stadium. The current assumption of 32,500 per annum represents 13% of the population of Greater Hobart.
- (hh) There is no evidence presented or apparently available on the number of Tasmanians who travel interstate each year to attend an event with the sole purpose of attending that event. Factors influencing the estimate of retained visitation would be the status of the event (that is, importance, quality, or drawing power) and whether the event will now also be held in Hobart at the stadium.
- (ii) Nevertheless, as the Panel has no basis to not accept the estimate of 32,500 Tasmanians no longer departing annually, it has been adopted for the purposes of this Report, in addition to the assumed average length of stay (2.9 nights) and the average daily spend of Tasmanians travelling interstate (\$326) provided by the Proponent.

### ***AFL investment in Tasmania***

- (jj) The Tasmanian Club Funding and Development Agreement, signed in May 2023, sets out the conditions applying to the granting of the Tasmanian AFL licence, the respective AFL and State funding contributions, and the penalties on the state for not achieving the agreed milestones. Under the Agreement:
  - the State will provide \$12 million a year for 12 years to directly support the teams
  - the AFL commitments involve contributions to a value of \$124 million.
- (kk) Subsequent to this, the AFL issued media releases stating that its funding to Tasmania will be a total of \$360 million. This comprises \$15 million towards the Project, \$10 million for the club's training and administration facility, \$93 million in game development, \$33 million to develop young male and female talent in Tasmania, and \$209 million in distributions to the new club over the first 10 years to cover base funding, variable funding, AFLW funding and special list establishment funding.

- (ll) Leaving aside the capital contributions for the Project and high-performance centre, this AFL funding amounts to \$33.5 million a year for 10 years.
- (mm) The Panel requested the AFL to provide details on the extent to which all the funding referred to in the media release is new funding for AFL football in Tasmania.
- (nn) In response, the AFL inferred that all funds were additional to the AFL funding that Tasmania currently receives. As a consequence, \$33.5 million a year has been treated as a recurrent economic benefit in the CBA. The CBA also assumes that the AFL will not apply penalties to the state for failing to meet its stipulated stadium milestones.

### ***The treatment of Commonwealth funding***

- (oo) The Commonwealth contribution is paid under an Intergovernmental Agreement which provides \$240 million in funding for the development of the Macquarie Point site in return for the state achieving certain milestones at the site, including the provision of affordable housing.
- (pp) If the Project does not go ahead, the Commonwealth funds will still be available for an alternative development at Macquarie Point if that development is consistent with the objectives contained in the Agreement.
- (qq) In the draft IAR, the Panel adopted the assumption that all Commonwealth funding will be applied to the cost of the Project.
- (rr) However, representors submitted that the CBA should take into account the state's funding obligations under the Agreement, to reflect the view that the full \$240 million is not available to be applied to the Project cost.
- (ss) While this is logically correct, the cost of, and the funding source for, the state's obligations are unknown at this time. Consequently, the Panel has adopted for the purposes of this report, an assumption that all Commonwealth funds can be used for the Project and there is no net cost to the state in respect of its obligations under the Agreement.
- (tt) It is noted that this is an optimistic assumption and the extent to which the state will spend money to receive the full Commonwealth funding will further reduce the BCR shown in Table 1.2.



## 1.3 Social benefits and costs

- (a) The Social and Cultural Analysis Report by KPMG (September 2024), identifies social benefits from the Project and the AFL teams that, in its assessment, would not happen without the Project: – employment and human capital enhancement, economic uplift, increased civic pride and social cohesion, improved physical and mental health, improved subjective wellbeing, improved athlete experience, improved amenity for stadium visitors, and improved liveability.
- (b) KPMG identify the economic and social benefits that arise from the construction of the stadium, the operation of the stadium, and the establishment of the teams including the AFL investment in grassroots football and high-performance pathways.
- (c) Employment, income and other economic uplift is captured in the economic benefits included in the cost benefit analysis, from assessment of labour and producer surplus from new interstate visitors spending, including new event operators from outside the state, as well as the retained spending by Tasmanians, as described above.
- (d) In relation to social and cultural benefits:
  - Amenity impacts are captured as ‘use value’ accruing to Tasmanians who attend the stadium through estimating their consumer surplus – which is the extra utility that attendees receive above the entry cost (including ticket price, food and beverage, and travel and transport costs) from the enjoyment they receive from attending an event.
  - Civic pride and social cohesion are captured through an estimate of ‘non-use’ consumer surplus value – the team’s establishment is assessed as creating civic pride and social cohesion in the community, even if or when the games are not attended.
  - Improved physical and mental health is the personal health benefit accruing to Tasmanians who start playing AFL as a result of such things as the ‘inspiration effect’ and who would not otherwise be physically active. This improved physical and mental health improves productivity and provides a benefit to the health system through lower presentations and improved health outcomes.
- (e) KPMG assessed each of these under a Value Framework Approach to assess their likelihood and whether the benefit could be enhanced through specific policies or initiatives.
- (f) These potential positive effects of the Project and the team were acknowledged in the draft IAR, but the benefit values attached to some effects were questioned, and a potential need for sustained investment to achieve certain assessed outcomes was noted. Nevertheless, all social benefits were included in the CBA in the draft IAR – and in this final report – at the values assigned by KPMG.

- (g) In some representations on the draft IAR, the magnitude of the benefits and the way they had been calculated were questioned, particularly the value of the claimed additional sport that would be played, and the health and productivity value assigned to that.
- (h) At the public hearings, it was suggested that brand value and liveability were important social benefits (previously identified in the KPMG Social and Cultural Analysis Report, September 2024), but that these were also viewed as negative social impacts by participants through such things as the impact on the urban form of Hobart, the detriment to Tasmania's brand through impacted views of the historic built heritage, noise and pollution impacts on TMAG collections and the Federation Concert Hall, the impact on the Cenotaph, and potential liveability detriment through such things as traffic congestion.
- (i) There were considerable representations and arguments made about these negative effects, and the Proponent advised it is identifying ways of mitigating them in consultation with affected stakeholders such as TMAG, the TSO at the Federation Concert Hall, and in respect of the Cenotaph.
- (j) While KPMG identified a number of social costs of the Project in its report, no values were assigned in the CBA as it was considered that the costs were either temporary, minor, or could be substantially mitigated. However, the Panel considers there are costs that are neither temporary nor able to be fully mitigated. Some of these are discussed below and elsewhere in this IAR.
- (k) The international evidence points to the redistributive impact of stadiums on the local economy with potentially significant disruptive effect and costs on established businesses and competing event venues and conference facilities. The Proponent argues that disruptive impacts are a natural cost of progress and change. In this case, however, the disruptive impact is not the result of natural competition under a level playing field; rather it is the result of a public taxpayer subsidy of a venue that will compete with or disrupt existing businesses. This is evident in the material provided by Stadiums Tasmania, referred to in 'Event capacity, conferences, concerts and new information' under 1.2 above, by which it is anticipated that some 260 minor non-event days such as corporate dinners and conferences will occur. The majority of these would likely have been conducted at a different venue, so all that is occurring is the state as the ultimate owner, is taking business from other venues and businesses.
- (l) Another social cost is the cost-of-living impact on Tasmanian taxpayers resulting from the public funding of the Project. One measure of the net public cost (and implied taxpayer impact) is that to repay a loan to cover the construction cost when completed, over the Project's economic life at a real interest rate of 3% will cost approximately \$50 million per annum in real terms. That is, the level of state taxes would need to increase by about \$50 million per annum to pay for the Project,



unless expenditure savings in other areas or from other State projects to the equivalent of the Project cost, are realised.

- (m) The BCR of 0.45 in Table 1.2 adopts the KPMG estimates of social benefits which does not include any estimate of social cost. While it is argued that there are other social benefits that are not included as they cannot be easily quantified, there are clearly also social costs, and these have not been included in the CBA.

## 1.4 Social infrastructure

- (a) The Proponent argues that stadiums are ‘public goods’ and that they represent ‘social infrastructure’. For these reasons, it asserts that the Project should be publicly funded.
- (b) As part of the Proponent’s closing submission (paragraph 125, Closing Statement), it states that the reason cities have stadiums is that:

...as places for mass congregation, they offer social and community benefits that are appropriate and needed in major cities and these facilities are complementary to liveability in cities.
- (c) The Macquarie Point stadium is not a ‘public good’ as that term is properly to be understood in economics. It is unlike schools or hospitals, which are commonly regarded as social infrastructure. Public investment in these assets typically represent ‘needs’ not ‘wants’. They may be publicly funded because of the large and ongoing benefits they provide to the wider community as well as to the individual, where government intervention is justified to achieve optimal social outcomes. That is, they are publicly funded because there is a net social benefit from the public investment.
- (d) In the case of the Macquarie Point stadium however, the social benefits have been valued to the extent possible, and with these included, the total benefits are less than half the estimated public cost – that is, there is a net social cost resulting from the public investment. For this reason, the stadium cannot be described or justified as ‘social infrastructure’.
- (e) As social benefits and costs are difficult to assess accurately, there would be a case for public funding if the BCR were close to a value of one. For example, the cost benefit analysis on the Allianz Stadium in Sydney (the mostly recently completed major stadium development in Australia), was between 0.87 and 1.01 (depending on assumptions about the cost of an operable roof) and was approved for public funding on this basis<sup>12</sup>. At a final cost of \$838 million when completed in 2022 (on a design and construct contract value of \$726 million, the amount included in the CBA), the public cost per occupied dwelling in NSW was approximately \$273. In comparison, the public cost per occupied dwelling in Tasmania of the Macquarie Point stadium is \$4,100.<sup>13</sup>
- (f) The CBA is not a business case confining itself to the measurement of the financial costs and benefits of the Project. There is no expectation that the state should seek an economic or financial return on the public investment in the Project and the Tasmanian AFL teams. However, to justify public funding, it would normally require there to be an achievable net social benefit from the use of these funds.

---

<sup>12</sup> Infrastructure NSW, Final Business Case Summary, Stadium Australia, March 2018.

<sup>13</sup> Australian Bureau of Statistics, National state and territory population, December 2024, and Dwellings 2022, Census 2021.

- (g) It is important to note that the net social cost assessed in the CBA is not of the same nature as a public financial subsidy, as it represents a fall in the collective economic welfare of Tasmanian residents.
- (h) If the BCR had been one– or near one – the investment of public funds could be justified, and the construction and operation of the stadium financially subsidised by the public for the future social and economic benefits it would provide to the Tasmanian community.
- (i) In this case, however, the economic and social benefits are minimal, compared to the size of public investment required.

## 1.5 Investment of state public funds and overall economic impact

- (a) The manner in which public funds are raised to pay for the Project will have re-distributional effects in the economy, but in an overall sense, the use of taxpayer funds does not create a significant net economic benefit. As noted above, it is effectively only new spending by visitors, private external investment, such as by the AFL, and the reduced interstate spending by Tasmanians that result in an economic benefit<sup>14</sup>.
- (b) The reason for this, is that over the life of the Project, the public funds spent on the construction of the Project and the subsidy for the team will be funded by either tax increases or a reduction in services (including alternative public investments), which would withdraw spending from the economy and reduce economic activity.
- (c) To reflect this reality, KPMG's economic modelling adopts a 'balanced budget constraint' which assumes that state taxes are raised by a sufficient amount to pay for the Project. This is the standard approach used in Computable General Equilibrium (CGE) economic modelling.
- (d) In the case in question, Project construction is expected to be temporarily funded by taking on debt on which the state will pay interest – but this debt and the interest cost will need to be paid back over time. That is, under the assumption there is no private investment, any method of funding the Project will withdraw spending from the Tasmanian economy.
- (e) The construction phase economic impact was estimated by KPMG as an increase in real Gross State Product (GSP) of between \$254 and \$329 million over the three-year construction period. However, as noted above, this temporary boost in economic activity is replaced with economic loss as and when public funds are repaid.
- (f) The key economic benefits occur during the operating phase of the stadium through the increased interstate spending, retained Tasmanian spending, and AFL investment. KPMG estimates, under the standard event calendar, that about 203 full-time equivalent jobs, and incremental GSP of between \$27 million and \$32 million, would be generated as a result of the stadium's operations. These net economic benefits amount to only less than 0.1% of Tasmania's current total employment and Gross State Product<sup>15</sup>. As the Panel's estimates of the economic benefits are lower than KPMG's due to the smaller interstate visitation assumption for AFL games, the operating phase economic impact would be lower than calculated by KPMG.
- (g) In the absence of immediate tax increases or reductions in services, all funds to construct the Project, net of the Commonwealth and AFL

---

<sup>14</sup> The Commonwealth funds are available for the redevelopment of Macquarie Point whether or not a stadium is built and so are not assessed as an economic benefit resulting from the stadium.

<sup>15</sup> Australian Bureau of Statistics, Regional Population, March 2025; Labour Force, ABS Cat No. 6202.0, June 2025.

capital contributions, will need to be borrowed. As a consequence, the Project's construction will impact significantly on the state's net debt.

- (h) The loan taken out at construction completion, including interest during construction, is estimated to be approximately \$1.02 billion<sup>16</sup>. In the operating phase, further borrowing is required to fund the annual interest payments on this loan, the net state subsidy to the AFL teams, and net operating cash deficits, including life cycle and event attraction costs. It is estimated that as a result, the debt associated with the Project will grow to approximately \$1.83 billion at the end of 10 years. Again, as cost assumptions appear generally optimistic there is a risk that the financial impact will be larger than this.

### ***International studies of the economic and social effects of stadiums***

- (i) The public representations and the public hearings referred to the large body of international studies and evidence on the economic and social effects of stadiums, noting that generally these studies found little to no positive long-term economic impact from new stadiums, particularly when compared to the costs.
- (j) The studies suggest that new stadiums do not significantly boost local economies in the long run, although they may provide an initial 'sugar hit' during construction. Some studies show there is a temporary increase in economic activity during construction, but this can be followed by a spring-back effect, where the growth slows or even declines in the following year. A summary of international evidence of the economic and social impact of stadiums is provided as **Attachment H** to this IAR.
- (k) As noted above, if the Project is publicly funded, this short-term effect will be offset by the withdrawal of spending from the economy as the public cost is repaid, funded by tax increases or service reductions.
- (l) It is acknowledged that some of these studied effects may not be directly relevant in Tasmania, and an important consideration is that the Macquarie Point stadium is being justified as a requirement for a Tasmanian team to be admitted to the AFL, under the state's agreement with the AFL.

Under that agreement, there will be no team without the Macquarie Point stadium.

---

<sup>16</sup> The financial impact assumes an average interest rate of 5.5% during the construction period and 5.0% during the 10-year operating comparison period.

## 1.6 Summary and conclusions

- (a) While for the purpose of this report, much of the Proponent's assumptions and estimates have been adopted by the Panel, the BCR for the Project is estimated at a very low 0.45. That is, the benefits are less than half the estimated costs. Variations in key assumptions do not fundamentally change this result. There is a risk that this benefit to cost comparison will be significantly worse than the estimated outcome.
- (b) The Panel considers there is 'optimism bias' in the Proponent's assumptions on the cost of the stadium and associated infrastructure, the estimated event attendance, and the economic benefits flowing from the Project. Furthermore, there is some uncertainty on the net amount of Commonwealth funds available for the stadium and the level of new AFL investment in Tasmania. The cost-benefit analysis does not include any social costs, nor the cost of necessary works in surrounding areas such as for safe pedestrian movement (for example, footpath widening in Davey Street and connecting streets, and the removal or amelioration of trip hazards in the public places where crowds will pass), or consequential costs such as for noise abatement for the Federation Concert Hall and modifications to the roof design to enable cricket to be played at the stadium.
- (c) In summary, the low BCR, with downside risk, infers there is a significant net social cost to be borne by the Tasmanian community from the development of a roofed stadium at Macquarie Point.
- (d) While stadiums have been financially supported by public funding elsewhere in Australia and overseas, a difference here is the extent of the public funding required (given the absence of any private investment) relative to Tasmania's small population, economic and taxation base. The Project results in a substantial cost burden on the Tasmanian community relative to the benefits the community receives.
- (e) As an indication of the size of the cost burden, the construction cost equates to about \$4,100 per occupied household in Tasmania – or \$5,900 for every occupied household not dependent on Commonwealth income support as its primary source of income. Expressed in another way, over the 30-year economic life of the Project, on a same-expenditure policy basis, about \$50 million a year in real 2024 dollars would need to be recovered from Tasmanian households and businesses if the stadium were to be funded through a tax increase.<sup>17</sup>

<sup>18</sup>

---

<sup>17</sup> It is estimated that Tasmanian households where Commonwealth income support represents the primary source of income is about 30% of total occupied households. This is based on an estimate that 24% of Australian households are in this category (Australian Institute of Health and Welfare, Income and Income Support, 22 April 2024), adjusted for Tasmania's higher than national numbers of aged pension, unemployment and disability support beneficiaries.

<sup>18</sup> Instalments on the loan required over the 30-year economic life, at a real interest rate of 3%.

## 2.0 Strategic planning and site plans

### 2.1 Planning strategy and site plans

- (a) While the assessment process for the declared Project effectively turns off the controls and requirements of the planning scheme, many of the matters that are addressed by the planning scheme, and the strategies that guide statutory planning, are still relevant and should properly be considered as part of the integrated assessment. Topics 3.0 to 9.0 of this Integrated Assessment Report (IAR) consider these and other site-specific and Project-specific matters.
- (b) Through the hearing process, the submissions and evidence provided by the Proponent highlighted that the site is earmarked for and has the capacity to accommodate significant change. The Panel agrees with this statement.
- (c) The Macquarie Point site is recognised as a key site and is subject to a Site Development Plan in the applicable planning scheme. The Parliament, through the *Macquarie Point Development Corporation Act 2012* (MPDC Act), has established a process for the Macquarie Point Corporation (the Corporation) and the Minister to initiate site development planning.
- (d) In part, under Tasmania's Resource Management and Planning System (RMPS), planning and project assessment is concerned with:
  - managing change within cities that enables communities to provide for their social, economic, and cultural wellbeing while achieving environmental outcomes
  - facilitating economic development through processes that provide for fair, orderly use and development of land based on sound strategic planning.
- (e) The broader suite of objectives that are relevant to the integrated assessment are outlined in the *State Policies and Projects Act 1993* (SPP Act), the *Land Use Planning and Approvals Act 1993* (LUPA Act), and other relevant legislation that forms part of the RMPS.
- (f) Urban planning must necessarily consider and operate at multiple scales – from the fine-grained development of individual sites and areas, through to the strategic development of larger localities and cities. The degree to which a city or large urban area is able to achieve planning outcomes is largely dependent on how the use and development of individual sites occurs.
- (g) The community and political drivers that led to the Sullivans Cove Planning Review 1991 (the Planning Review) were primarily a series of controversial developments that were either approved outside of the planning system, refused, or withdrawn over the 1970s and 1980s. The Planning Review identified the former railyards site (Macquarie Point)

as one of 17 sites that provided ‘development opportunities to repair and extend the structure of formed spaces’ (Planning Review, p.32). The purpose of the Planning Review was largely to provide guidance and direction that enabled these sites to be redeveloped in a manner that both realised their individual opportunities as well as being consistent with the strategic framework for the broader Sullivans Cove area.

- (h) *The Sullivans Cove Planning Act 1995* (SCP Act) required the preparation of a planning scheme for the area that gave effect to the principles and objectives of the Planning Review and specifically recognised that the area:
  - contains the principal port in Southern Tasmania which must continue to operate as a port with all necessary port facilities and infrastructure including viable transport access
  - contains buildings, monuments, structures and spaces reflecting the history and development of Tasmania and establishing a unique precinct which must be developed, enhanced or preserved in a manner consistent with its historical character
  - must provide recreational and commercial opportunities for the Tasmanian community and visitors to Hobart which should be maintained, enhanced or developed.
- (i) The Sullivans Cove Planning Scheme 1997 produced under the SCP Act was structured to both:
  - identify key sites that have the potential to be used or developed to achieve the strategic framework for the planning scheme
  - require the preparation of a site development plan that is incorporated into the planning scheme for key sites.
- (j) While the railyard site had been identified as a development opportunity through the Planning Review, in 1997 the Commonwealth sold Tasmania’s rail network and operations to a private operator, with a 50-year lease to use and operate the physical rail network, including the Hobart railyards.
- (k) In 2007, when the Tasmanian Government took over the management and ownership of the rail network, it initiated a project to relocate the Hobart railyards to Brighton.
- (l) A report to Parliament on the Brighton Transport Hub project in 2008 stated that the ‘relocation of the rail hub facilities would make Macquarie Point available for more appropriate redevelopment’. The relocation of the railyards operations from Hobart to Brighton occurred over 2013–14 and the MPDC Act came into effect in 2012.
- (m) While the MPDC Act has been amended several times since its introduction, the Act has enabled the Minister to require the Macquarie Point Development Board (MPDC Board) to prepare a master plan for



the use and development of the site for the Minister's approval. Once approved, the MPDC Board must give effect to the master plan.

- (n) The approved master plan for the Macquarie Point site guides the actions of the Corporation, however it sits outside the planning system and does not determine what use and development may occur or be permitted on the site. The MPDC Act recognises that an amendment to the planning scheme is required for the master plan to be realised. To date, the provisions and controls that ordinarily apply to the use and development of the land have been incorporated into site development plans that are part of the planning scheme.
- (o) To date, the planning scheme has been amended twice to include a site development plan for the Macquarie Point site. Both the initial 2016 Site Development Plan (2016 SDP), and the 'Reset' Site Development Plan (Reset SDP) that is currently in effect, plan for significant change in Hobart's urban fabric.
- (p) The two site development plans were in part based on giving effect to the strategic framework of the Sullivans Cove Planning Scheme 1997, and many elements of the site development plans are similar.
- (q) Both site development plans:
  - retained the heritage listed Goods Shed and the Red Shed
  - proposed a total of 700 off-street or multi-story car parking spaces
  - proposed a network of cycle and pedestrian links.
- (r) The 2016 SDP provided building envelopes with a small footprint and maximum heights ranging from 16m to 30m, while the Reset SDP proposed building envelopes with a larger footprint and maximum heights ranging from 13m to 23m.
- (s) As shown in Table 2.1, the two site development plans proposed a similar maximum building floor area. The Reset SDP increased the use of the site for education and research activities and decreased the use of the site for residential purposes.

Table 2.1: Maximum floor area for activities proposed under Site Development Plans and Precinct Plan.

Maximum floor area (m <sup>2</sup> )			
Proposed activities	2016 SDP	Reset SDP	Mac Point Precinct Plan*
Education/research	13,600	50,000	7,000 (Antarctic services)
Commercial	54,450	30,000	10,000 (mixed use)
Retail	9,400	10,000	
Hotel	15,700	20,000	
Residential	43,950	15,000	N/A**
<b>Total</b>	<b>137,000</b>	<b>125,000</b>	<b>17,000</b>

\* excluding activities that are contained within stadium building

\*\* Located outside the Macquarie Point area relevant to the initial site development plans

- (t) Another key difference is that the focus of the Reset SDP is for buildings to be set around a 13,000m<sup>2</sup> central park that was described by the government as a 'Truth and Reconciliation Park [The Park] that would be a place for everyone'.
- (u) At the hearing, Professor Gregory Lehman submitted evidence on the process and actions related to the establishment of The Park from 2013 to 2025.
- (v) A range of capacity building projects and processes occurred over much of this period, including the creation of a Co-design Group in 2021 to provide direct input to the Macquarie Point Development Corporation (the Corporation) and its consultants on Aboriginal culture and engagement matters related to The Park.
- (w) The Ministerial direction to the Corporation in May 2023 required the preparation of a new Precinct Plan for the site specifically referred to the delivery of 'The Park, [as a] public open space that will celebrate and honour the history, culture and values of our Aboriginal community'.
- (x) In his written submission for the hearing, Professor Lehman noted that in August 2023, the Aboriginal Co-design Group advised the Corporation CEO that it did not consider that the cultural input to the Park design was transferable to the area now identified as available for the Park, as this did not provide adequate scope to realise the vision of a Truth and Reconciliation Art Park to any meaningful degree.
- (y) The subject land has been identified as a site with the potential for redevelopment that contributes to the Cove/waterfront and city for many decades. Over the past two decades, significant community

investment has gone into relocating the railyard function, decontaminating the land, and assessing and preparing development concepts and plans for urban renewal.

- (z) The project of State significance (PoSS) process enables a declared project to be considered outside of the planning provisions that exist for a site. This ensures that the integrated assessment is not bound or blinkered by controls or frameworks that were formed in the absence of considering the effects and outcomes to be achieved by a project.
- (aa) Throughout the hearing process, some representors described the process leading to the Reset SDP as being well considered and responsive to community views. The Panel accepts that the current Reset SDP could be described as the outcome of a process that represents orderly strategic planning. However, the Panel considers the objectives of the RMPS associated with 'orderly planning' is effectively compensated for by the integrated assessment process under the SPP Act. Hence, while the Project may not be described as emerging from a considered and coordinated sequence of planning actions, that does not mean that the Project is inconsistent with the Schedule 1 Objectives of the Act.
- (bb) The Reset SDP for the land and site does outline permissible use and development that have been considered to be consistent with the broader strategic framework for Sullivans Cove and the RMPS objectives.
- (cc) Consequently, the current Reset SDP is informative of:
  - how issues that are directly relevant to the proposed Project can be addressed in a way that does not contravene core strategic planning principles
  - the degree to which adverse or positive effects are inherently related to the nature of the site and its location, and would result from any redevelopment of the site, or are more directly related to the proposed Project.
- (dd) The Proponent's planning expert witness, Mr Neil Shephard, suggested at the hearing that the Panel should consider the Project alongside planning issues that may arise under the Reset SDP. Considering the Project comparatively to the outcomes of the Reset SDP is consistent with this view.

## 2.2 Consistency of the Project with the Mac Point Precinct Plan

- (a) The Proponent's closing submission provided at the public hearing states that the 'approved Mac Point Precinct Plan, that explicitly provides for a stadium, is a document against which the Panel must assess the Project'. The Panel accepts that the Precinct Plan must be taken into account as explained below.
- (b) As outlined above, the Mac Point Precinct Plan (the Precinct Plan), or more specifically that part of the Precinct Plan that relates to the 'Mac Point Site' (which is a defined area in the Precinct Plan), has not been assessed or approved under the RMPS. The Precinct Plan approved under the *Macquarie Point Development Corporation Act 2012* (MPDC Act) is relevant to consider but does not represent a singular framework that guides the integrated assessment or the Panel's findings. It does not have the status of any statutory planning control such as the Reset SDP (allowing for the fact that such controls are 'turned off' by the PoSS process, but have relevance as set out above). The Precinct Plan represents what the Proponent wants to achieve. It is the present, aspirational vision the Proponent has for the site.
- (c) 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* (MPDC Act) as provided for in the Mac Point Precinct Plan prepared by the Macquarie Point Development Corporation established under section 5 of that Act'.
- (d) This requirement is in addition to the more general requirements of the Ministerial Direction for the assessment to address the environmental, social, economic, and community impacts of the Project, and obligation under the SPP Act for the assessment to seek to further the Schedule 1 Objectives of the that Act. Consequently, the Panel's assessment of the Project includes both its consistency with the Precinct Plan and the potential effects that it may have in respect to achieving the urban renewal of the site as provided for in the Precinct Plan.
- (e) The Precinct Plan requires a stadium to be developed on the site, and the Project is consistent with 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.
- (f) The Precinct Plan refers to the stadium being integrated into an active precinct, and states:

The multipurpose stadium will be an integrated development that will contribute to, and be part of, the broader precinct purpose, functions and design considerations.

Modern stadiums are well designed inside and out, and part of activated precincts. They should be accessible, connected, and integrated.

Many examples exist where this has been successfully achieved by enclosing stadiums in buildings and structures, effectively integrating them into the surrounding built form.

- (g) The Panel considers that the Project will not support or promote integrated urban renewal of the Mac Point Site.
- (h) The Panel considers that the Project focuses inwards on the site in isolation of the wider city, and does not readily enable 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 outside of 'event mode'.
- (i) The Precinct Plan states:

The proposed uses include a 'complementary integrated mixed use zone' comprising restaurants, cafes, hotels, medical facilities, and commercial office spaces.

Proposed active frontages will enhance street and laneway character, support local businesses and activities, and encourage pedestrian activity across the site.

Introducing additional commercial and hospitality spaces across the Mac Point Site provides further capacity for interaction with the site beyond stadium-based events, ensuring that Mac Point remains a lively and premier destination that attracts locals and visitors alike year-round.
- (j) The extent of the footprint required for the stadium means that the majority of the Mac Point Site will be occupied by that structure. The floor area proposed for buildings in the mixed-use zone is 10,000m<sup>2</sup>. The Panel considers that the proposed activities associated with the mixed-use zone, together with the non-event day activities within the stadium structure, will not be sufficient to establish either the level of scale or activity synergies necessary for the creation of an activated mixed-use precinct that would result in vibrant activity outside of event mode.
- (k) In turn, the Panel notes that there is a lack of available space and capacity on the site to support ongoing economic activity. Also, the location of the nominated 'complementary integrated mixed use zone' is on the outer edge of the city's urban fabric and adjacent to an operating port. This may limit its attractiveness.

These factors may result in:

- a lack of realistic opportunity to evolve the intended range of commercial activities
- a reduced ability for the site to attract a diverse mix of uses.

(l) The Precinct Plan states:

Regatta Point will include residential uses accommodating a variety of tenures and housing opportunities, a new public promenade, and food and beverage offerings along the Derwent River.

The housing will be a mixture of:

- affordable housing to support key workers in the health sector
- apartments for release to the general market to provide a mixed-use environment.

(m) The Panel notes:

- That Macquarie Wharf No. 6 is the home port for the Australian Antarctic Division's RSV Nuyina. Wharf No. 6 is to be redeveloped over the next 2–3 years and requires the capacity to be used 24/7 for Antarctic operations. The areas at Regatta Point<sup>19</sup> indicated as being for housing purposes are 100m–200m away and adjacent to the Macquarie Wharf No. 6.
- The delivery of housing at Macquarie Point, including a portion set aside as affordable, essential worker or social housing is an element of the Commonwealth funding of the renewal of the Macquarie Point site.

(n) The lack of available space on the site around the stadium appears to be the main factor that has resulted in the housing element of the Precinct Plan being displaced to Regatta Point.

(o) The area allocated to housing is located between a freight route serving the port/stadium and a working port. The land is isolated from urban neighbourhoods by the stadium and the Domain headland, which may diminish people's sense of security in moving between the site and CBD, despite its proximity.

The Project does nothing to support the delivery of housing, as envisaged by the Precinct Plan, other than by nominating an adjoining location for housing and the creation of a way past the southern and eastern sides of the stadium by which residents may come and go to their homes.

(p) The Panel appreciated the views expressed by the Proponent's planning expert, Mr Shephard, who highlighted that there is also the potential for land use conflicts due to the location of housing under the Reset SDP.

(q) While this potential exists, the Panel considers that the Reset SDP:

---

<sup>19</sup> It is noted that 'Regatta Point' is not a formal geographical name, but is colloquially used to refer to the area where vessels are launched for the Royal Hobart Regatta.

- provides a greater opportunity for both onsite landscaping and the buildings associated with arts/institutional uses to diminish the adverse effects of port operations
  - enables residential development to be more focused on the central park and pedestrian ways with a high level of natural surveillance.
- (r) The Precinct Plan states, 'the front face of the site will be an Aboriginal culturally informed zone'.
- (s) The capacity for the area associated with the Aboriginal culturally informed zone to be used by community as a place of education and storytelling is likely to be limited due to:
- the environmental qualities of the place, including wind and noise background
  - its relationship to the stadium building and the Tasman Highway
  - the need for the space to have a functional role in the safe movement of pedestrians during stadium events and emergencies.
- (t) The Panel acknowledges the perspective that Professor Gregory Lehman provided on this area at the hearing. In part, Professor Lehman's evidence states:
- ...the insistence of the MPDC to pursue this diminished version of The Park at Macquarie Point despite their own Aboriginal Co-design Group's advice that the site no longer has the capacity to include a Truth and Reconciliation Art Park and Cultural Centre, severely diminishes the Tasmanian Government's public commitment to the MONA vision to the point of irrelevancy.
- (u) The Project has been designed to fulfil its core functional brief as outlined in the Mac Point Precinct Plan for the Mac Point Site. The characteristics and the locational attributes of the limited remaining land on the Mac Point Site mean that the objectives of many other elements of the Precinct Plan are either significantly compromised or unachievable (other aspects associated with activation are addressed in section **3.4 Public realm and activation** of this IAR).



## 3.0 Urban form, activation and public realm

### 3.1 Urban form impacts on Sullivans Cove and Hobart city

- (a) The proposed stadium form and scale contradict several key strategic planning principles and strategies for Sullivans Cove and central Hobart. The strategic urban design principles for Sullivans Cove are well-established and remain relevant as guidance to the continued development of the area.
- (b) At the hearing, the Proponent submitted that the project of State significance (PoSS) process ‘turns off’ the relevant planning provisions and principles that apply to the site. The Proponent further submitted that compliance with the prevailing planning requirements is not a strict requirement, as per section 19 of the *State Policies and Projects Act 1993* (SPP Act).
- (c) In its closing submission for the hearing, the Proponent states that ‘the 1991 Review, albeit more than 30 years old, and predating the *Macquarie Point Development Corporation Act 2012* [MPDC Act] by two decades, is a relevant consideration but should not be given substantial weight in the assessment of this Project, on this Project site, in 2025’.
- (d) There is no disputing that the PoSS process ‘turns off’ requirements to meet statutory planning instruments such as planning schemes, however, the Panel considers that this does not mean that what has historically informed and controlled land use planning for the site and Sullivans Cove (the Cove) is to be ignored. Rather, it considers that core planning principles and well-established strategic planning policy for the location are relevant to the Panel’s consideration of the environmental, social, economic and community impacts of the Project. The Sullivans Cove Planning Review 1991 (the 1991 Planning Review) is a particularly relevant key strategy that establishes the foundational development principles for the area, derived from the landscape, character, and history of the area, and is relevant to achieving the Schedule 1 Objectives of the *Land Use Planning and Approvals Act 1993* (LUPA Act).

#### **Natural amphitheatre**

- (e) 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.
- (f) Key relevant principles of the 1991 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
  - to create a stepped structure for building height which represents the low building edge to the Cove and rises, and respects the grander scale (of scape and buildings) of Macquarie Street with its topographical position along the crest of a ridge.
- (g) The Proponent, in its closing submission, acknowledged that the built form will substantially alter views to and from the Cenotaph and Domain headland. The Proponent submitted that the visual impact is mitigated by the shape and materiality of the stadium's roof and is ultimately an impact that is reasonable when considering the benefits the Project will create. The Proponent noted that the stadium building will sit on the floor of the amphitheatre and follow the undulating form of the mountains, and it will not unreasonably affect the relationship of stepped built form between the docks, the heritage 'wall,' and the city buildings through the Hobart CBD.
- (h) The Panel disagrees with this view and considers that the stadium's form and scale do 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. The stadium will appear dominant within the landscape, visually competing with and diminishing the prominence of Queens Domain.
- (i) The Proponent's planning expert, Mr Neil Shephard, suggested that the general character of Sullivans Cove derives from the historic warehouses, civic buildings, port-associated development, and the way that the built fabric generally follows and reveals the underlying landform. Mr Shephard notes that there is minimal discussion about how the character of the Project site contributes to the overall character of the Cove. The stadium's physical separation from the rest of the Cove, and its historical industrial use and scale of development, are at variance with the character of the remainder of the Cove. The site is rarely mentioned and never acknowledged as being of significance.
- (j) Mr Shephard further stated:
- At the time that the SCPR [Sullivans Cove Planning Review] was being prepared in 1990, the Project Site was still a functioning railyard, with associated road transport operations. These elements were not recognised in the same way as port operations, and possibly were not considered to contribute to the heritage, cultural, or aesthetic values of the Cove. This has meant that apart from 'gradually eliminating lost space,' the contribution of the Project site's character to that of Sullivans Cove overall is given little or no weight when compared to the other elements mentioned above. Given the references to the scale of the Cove's built form, the general character of the Cove, and the spatial characteristics of the Cove, an objective assessment should also include those elements to the extent they are ascribed to the Project site. In practical terms, that would mean recognition that

the character of the Project site is different to that elsewhere in the Cove, and a different typology of built form, scale and spatial character is able to be contemplated.

- (k) The Panel notes that even though the site is classified as ‘lost space’ in the 1991 Planning Review, it does not mean that the planning principles for the Sullivans Cove area do not apply to it. The Panel considers that any development at the site has the potential to significantly affect the perception of the Sullivans Cove area. In particular, the proposal’s scale and bulk will have a significant visual impact on the surrounding environment. The lack of mitigating elements – both proposed and existing – between Sullivans Cove and the site exacerbates the proposal’s visual impact. It is also noted that the stadium’s form obscures and confuses the reading of the fall between the city and the Cove, visually intruding on the valued form of the natural headland of the Queen’s Domain and Headlands, where the Cenotaph has primacy.
- (l) Recent strategic planning for the central Hobart city area further reinforces the amphitheatre principles of the 1991 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 stadium’s form will be contrary to these strategic principles and these valued characteristics of the city in its landscape.

### **Scale**

- (m) Key relevant principles of the 1991 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
  - land use which requires very large, undifferentiated floor areas and dictates high and bulky buildings shall be excluded from certain areas of Sullivans Cove.
- (n) Mr Shephard, for the Proponent, said at the hearing that the Macquarie Point site can support larger-scale buildings of different form, bulk and height than elsewhere in the Sullivans Cove area, because of its historical background, location, and separation from the rest of Sullivans Cove.
- (o) The Panel agrees that Macquarie Point could accommodate larger building footprints than could be accommodated elsewhere in Sullivans Cove, but does not consider the site could harmoniously accommodate single buildings of the scale and bulk of the stadium. The guiding approach in the prevailing 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, 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, will not be capable of meeting these objectives or the values they express.

- (p) It is noted that the stadium use, form, and scale all represent a radical departure from historic and recent expectations and intentions for the precinct. It is possible that a single-use building with a larger footprint than is typical for the prevailing urban fabric, or that which has been anticipated, could be acceptable on the site. If such a building respected and positively contributed to the valued qualities and characteristics of the place, it would not be an inappropriate development. However, the stadium is not such a building, it is highly disproportionate in scale. The site is constrained, meaning the stadium will not have adequate surrounding space on the site to accommodate a positive transition or design treatments that could achieve any meaningful buffer, adjustment or integration of its visual and spatial impacts.

- (q) The Proponent, in its closing submission for the hearing, stated that:

The stadium will occupy an envelope where change is expected at a wall height which is not at odds with understood wall heights and scale and the area. This is also the pitching point for the roof which rises away from the viewer. In addition, these views are partial glimpses not whole elevations. The assessment must be understood in context given reasonable expectation there will be a change in view and built form in these views equates to 4–6 storey wall heights.

- (r) The Panel accepts that what has been submitted is factually accurate. However, it considers that the effect is problematic. The stadium's overall height, particularly as it ascends above the perimeter walls in the form of the roof, combined with the size and bulk associated with its footprint, is incompatible with those established planning principles aiming to maintain a landscape-informed urban and built form for Hobart. Its scale is a combination of aspects of its form, including height, shape, and footprint. It is also noted that the generally homogenous and unexceptional architectural expression emphasises its visual bulk and imposition on its urban context.

This is not to say the Panel is applying planning controls. They do not apply as has been stated. The point is, however, that consideration needs to be given to both planning principles and the philosophy giving rise to them, because they are the expression of what has been of value to the community. They give both context in relation to any proposed development and an understanding of what has hitherto been valued. The PoSS process does not demand abandonment of those things. They remain relevant in properly assessing social and community issues relevant to the Project.

- (s) The Panel also notes that the formation of the current planning measures to protect the consistently valued landscape, historic urban form, and heritage-informed built fabric of Hobart has largely arisen in recognition of and as a reaction to the ill-considered development of some large and out-of-context buildings. These buildings do not respect Hobart's landscape and existing built form, and they remain at odds with it. This illustrates the relevance of the planning principles as embodying the protection of the recognised and valued characteristics of Hobart. It also illustrates the importance of these values to the community.

### ***Building alignment***

- (t) Key relevant principles of the 1991 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)
  - 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.
- (u) Evans Street is identified in the 1991 Planning Review as a street that should have buildings with active frontages forming a continuous street edge.
- (v) Mr Shephard, for the Proponent, noted at the hearing that Evans Street is not categorised as a 'radiating street' in the 1991 Planning Review, and that the development parameters for the radiating and grid pattern for spatial development should not apply to the site. Mr Shephard noted that the building height at the perimeter of the stadium, together with an articulated façade, will reflect the scale of buildings on the southern side of Evans Street. The existing buildings on the northern side of Evans Street contribute to just 11% of the street wall coverage. Mr Shephard concluded that despite the stadium's curved footprint, it will be built to the Evans Street property boundary, occupying approximately 50% of the street's length.
- (w) The Panel considers that the free-standing form of the stadium, with some elements abutting Evans Street, will not align effectively with the street interface and will not be adequate to create active frontages. In this sense, it does not meet the intended building alignment, nor enable

the intended activation and vibrancy that underpins this planning principle.

- (x) While some departure from a continuous built edge to Evans Street could be acceptable, the stadium's interface with Evans Street should still meet the general intent of the planning principles. The stadium proposes substantial blank walls and a vehicle crossover. It has minimal, fragmented, and constrained potential for an activated interface through commercial tenancies.

### ***History of form, typology and use***

- (y) The 1991 Planning Review considers heritage to be a leading value and guiding design principle for Sullivans Cove, and it acknowledges both the cultural and economic value of the Sullivans 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, and it is noted that Sullivans Cove is one of the most intact heritage precincts that defines an Australian capital city.
- (z) The Proponent, in its general submission for the hearing, stated that:

Architecturally, the Project is bold and visionary. It is more than a utilitarian venue. It is designed to have a point of difference in a national setting, with a striking design and setting, and with a domed form suggestive of excitement and protection of the activities carried out within, and a spectacular backdrop to the city's nightlife and lights.
- (aa) The surrounding built form fabric is characterised by sandstone masonry, which has inherent integrity and beauty, or in the case of industrial and port/maritime buildings, a more workerly, shed-like style. These are typically clad in corrugated steel sheet – a recognised Australian 'shed' vernacular. The Panel recognises the stadium is a different, contemporary built form and, as such, should not attempt to mimic the form or materiality associated with the prevailing heritage and historic fabric. A different materiality and architectural expression for the stadium building is valid. However, in addition to the impacts related to its scale, form and bulk, the architectural expression (including proposed materials and finishes) of the stadium building do not meaningfully reflect or make reference to the surrounding built fabric.
- (bb) The primary nominated materials, including aluminium cladding and battens, glazing and pre-cast concrete, are not in any way 'new,' site-specific, or indicative of the built context, and do not express, refer or contribute to it through their inherent properties, their colour, detail, or any other attribute proposed. Further, these are ubiquitous materials that are commonly used in contemporary urban development of all types. This use of generic materiality has the effect of further

emphasising the unsympathetic intrusion of the stadium on its built context.

(cc) Mr Shephard, for the Proponent, noted that the Sullivans Cove area is characterised by a variety of building forms and types, including the Federation Concert Hall, the Baha'i Temple, the Port Control Tower, Sewerage Treatment tanks, and the Salamanca Terraces. In addition, the Project site once occupied the Railway Roundhouse, which was a prominent circular building which is desired to be reflected in some way in the Project design.

(dd) The Panel agrees that the area is characterised by diverse urban forms. However, the stadium is a radical departure from the surrounding urban fabric, and it does not reference, reflect, or otherwise relate to the prevailing urban fabric due to its size, bulk and coarse grain expressed in footprint, form, detail and expression.

The Proponent submits that such a radical departure is inherently value neutral, even if it represents the 'shock of the new'. The Panel accepts this view. However, it is not the newness of the stadium, nor how it departs from the built form and topography surrounding it which is problematic. It is the combination of the size, bulk and location of the stadium that cause it to be discordant with its surrounds, to such an extent as to overwhelm and disrespect them.

(ee) While a new building typology in this area might be an acceptable variation from the prevailing forms and materials, the disproportionate scale of the stadium building exacerbates the discrepancies, and the proposed details do not mitigate them.



## 3.2 Landscape and visual effects

- (a) 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 important components of the Tasmanian tourism economy and defining elements in the 'image' of Hobart and its sense of place.
- (b) In a written submission for the hearing, the Proponent's planning expert, Mr Neil Shephard, acknowledged that the development represents a visual change to the site and its context. This is largely due to its scale and height compared to surrounding structures, with the roof being a key visual element. Mr Shephard suggested that the design approach ensures the building maintains a respectful relationship to its surroundings while differentiating itself from the Cove wall and aligning within the larger-scale urban typology of the Cove floor.
- (c) The Panel agrees that the stadium represents a visual change to the site and its context. The size and scale of the stadium will have a significant impact on the visual experience and spatial identity of Sullivans Cove when experienced both from a distance and close proximity. While visual change does not automatically mean negative change, the stadium will present as dominant and aberrant in distant and close views and will compete with the topography of the Queens Domain which, with Battery Point, frames the Cove. The overall effect of this is negative.
- (d) The location of the stadium is isolated from the majority of the city's taller buildings. This will exacerbate the size and visual bulk of the stadium, which will be disproportionate in the context of the small scale of Hobart, with an exceptionally large footprint, substantial height, and singular bulk. Whilst these elements are reflective of its use, they are not related to the recognised maritime, port, and historic activities associated with the Cove, which further alienate it from its context.
- (e) The stadium will present an overbearing appearance in the context of the existing built form of Hobart and Sullivans Cove, which is clearly informed by its historical development, maritime associations, and wider natural landscape. The singular appearance of the stadium building will negatively impact people's spatial experience of the city due to its unavoidable and imposing prominence. 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.
- (f) The Cove waterfront and the Salamanca areas are the primary pedestrian activity areas and tourist attractors in Hobart. The areas of higher pedestrian movement in the city coincide with the areas where the stadium will be highly visible. This will have a significant and irreversible impact on people's (both locals and tourists) visual amenity, experience, and image of the place.

- (g) Multiple community members and experts raised concerns regarding the visual impact of the stadium through the representations and hearing. It was claimed that the stadium is contrary to Hobart's landscape-informed visual values, and its built form, scale, and bulk cannot be mitigated via design solutions. Many representors claimed that the proposal will be contrary to the fine urban grain and typology of Sullivans Cove, disturbing and competing with the surrounding landforms, such as the Domain headland.
- (h) In its closing submission for the hearing, the Proponent noted that the roof has a lightweight visual profile and woven structural expression that echoes the industrial heritage of the site. The Proponent submitted that by balancing enclosure with openness, the roof shelters activity and maintains a dialogue with the surrounding city and waterfront. The Proponent asserted that the stadium roof appears in the background, but that its appearance is visually recessive and does not detract from Sullivans Cove's traditional character.
- (i) At the hearing, Mr Shephard, for the Proponent, noted that the roof's translucent appearance presents as a temporary structure which is more respectful of the surrounding urban setting.
- (j) The Panel does not agree. It considers that the proposed roof will increase the height and bulk of the stadium structure significantly beyond its perimeter walls, which are otherwise more consistent in height with nearby buildings. The roof will exacerbate its visibility above and in contrast to other buildings and landscape features, with major visual impacts on views from Sullivans Cove and surrounds, and from the broader Hobart context including surrounding suburban headlands. While the design of the roof overhang demonstrates a commendable effort to make it appear 'light' or 'floating' when seen in close proximity, this does not reduce its visual impact or role as a major factor contributing to the stadium's overall bulk and overwhelming visibility nearby and from a distance.
- (k) In addition to its size, height, and shape, the final structure of the roof and the degree of translucency of the proposed roofing material – ethylene tetrafluoroethylene (ETFE) pillows – is unresolved. It is noted that there is a requirement to minimise the intrusion of shadowing of the pitch to enable cricket matches. This is expected to increase the opacity of the roof, at least in part. The nominated ETFE material is reflective to at least some extent and in different light conditions, and will appear relatively luminous, not recessive. In its setting, this will increase its perceived size. Any increase in opacity will increase this effect and minimise any opportunity for viewlines through the roof from elevated locations. Any changes to the roof design that increase its bulk, height or opacity will further exacerbate its already significant and detrimental visual effects on Hobart city and the surrounding area.
- (l) In its representation on the draft IAR (representation 474), the Proponent submitted that the visual impact of signage must be considered, having regard to the signs' relationships with the host



building, which is a significant factor in their prominence and appearance in the urban form.

- (m) The Panel does not consider the signage should be considered only in context of its relationship to the building itself, and considers its wider context to be relevant. The main illuminated naming signage attached to the stadium will contribute to the significant visual impact on the surrounding urban environment. The large naming sign/s sit in contrast with the scale and details of adjacent and nearby heritage buildings. They will add to the dominating visual presence of the stadium, particularly at night.
- (n) The stadium building is located at the entrance to the city and will be visually prominent for people arriving in Hobart. Any large sign installed at this location will have a high 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. The design details of the main naming signage should be considered carefully to minimise visual imposition on the urban setting.
- (o) Overall, the signage design should be developed holistically to integrate with the built form and landscape elements as part of a wayfinding strategy, to minimise visual clutter and visual confusion, and ensure cohesion with the surrounding areas. 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.
- (p) It is suggested in the Proponent's reports (Appendix J, p.61), and restated by the Proponent at the hearing, that the building is iconic and therefore warranted. The Panel considers that buildings do not achieve a positively 'iconic' status by virtue of being large, imposing or simply different. Rather, this is achieved by design solutions that are conceptually exceptional, carefully resolved responses that engage and integrate with the valued character, culture and sense of place of their context. They embody elements that are unique, groundbreaking or innovative in their architecture, landscape, and urban quality and detail.
- (q) The architectural form, design, materiality, and appearance of the stadium building itself represents a considered, but unexceptional, response to its functional requirements, and will provide an attractive interior experience for users. The design is not, however, conceptually unique, responsive or contributory to the place. While the Panel acknowledges that the design is well-considered to the extent of its functional purpose, its public realm interfaces are generally poor, and it is not an iconic work of architecture.
- (r) The Proponent, in its general submission for the hearing, noted that impacts on spatial experience are subjective and depend on a person's perception of the social and cultural value of the relevant built form. The

stadium will result in changes to relevant views around the area. The Proponent considered that the landscape morphology between the Domain headlands and Battery Point will remain visually connected, notwithstanding the presence of the stadium.

- (s) The Panel considers that the headland occupied by the Cenotaph is a visually and spatially important element within Hobart's wider landscape and has informed the planning principles and built form response of development in the area. The bulk of the stadium, to be located immediately adjacent to this headland, will distort the reading of the valued landscape morphology and relationship between the Domain headlands (Cenotaph) and the Battery Point headland. These landforms embrace Sullivans Cove and should remain visually connected to each other. The visual prominence of these two headland areas endures as the original landscape topography of Hobart, contributing to the visual identity of Sullivans Cove and the city, and serving as defining elements that create the sense of place within the setting. Effects on the Cenotaph are considered in detail in section **4.1 Cenotaph** of this IAR.

### 3.3 Stadium built form design

- (a) The Proponent, in its closing statement for the hearing, submitted that the design is:
- ...a building inspired by Tasmanian landscapes and materials. These elements include the sculptural roof form that evokes the island's mountainous terrain, the use of locally sourced materials to reflect regional identity, and a transparent and permeable façade to promote visual connection and openness.
- (b) The Panel does not consider that the Project is a site- or place-specific design response, nor unique to Tasmania in concept, architectural form, expression, or detail. The stadium architecture is well-considered for its function, but will do little to positively contribute to the public realm spaces around it, and its architectural conception is similar to many other stadiums. The ordering approach of 'base, middle and top,' which is expressed in aspects of its form, materials and details, is not a novel design approach. The curved roof form will allow for the height to be brought down at the edges of the building, however the Panel does not consider it to have a strong connection to the landscape, particularly given its interruption of key valued landscape and built form elements (refer to sections **3.1 Urban form effects on Sullivans Cove and Hobart city** and **3.2 Landscape and visual effects** of this IAR).
- (c) The Proponent, in its closing statement for the hearing, submitted that:
- The roof's translucent ethylene tetrafluoroethylene (ETFE) skin allows filtered daylight to reach the natural turf while minimising glare and shadowing. This will support both player performance and spectator comfort. The roof is a lightweight visual profile, and woven structural expression echoes the industrial heritage of the site. The roof balances enclosure with openness, sheltering activity and maintaining a dialogue with the surrounding city and waterfront.
- (d) The Panel considers that the height, singularity, and size of the stadium roof will intrude on the visual identity of the place and the city. These will be emphasised visually by the relative luminosity and potential for reflectivity that will result from the ETFE pillow material proposed for the roof. The roof will present as a single homogeneous form, both in the context of the city's scale and when seen nearby (refer to section **3.2 Landscape and visual effects** of this IAR). The roof structure and materiality requires further development and detailed resolution. It is also noted that the structure is an untried system at this scale, and the requirements to minimise variation in shadowing of the cricket pitch will likely mean variation of the translucency of at least some ETFE panels. These factors mean that the height of the roof may vary to some extent when the structure is finalised, and to a greater extent, that the translucency or opacity of the proposed roof material is uncertain.
- (e) The Proponent, in its closing submission for the hearing, noted that the stadium will be clearly visible above the parapet of the IXL Jam Factory buildings in middle distance and distance views. The Proponent

considered that the degree of visibility above the parapet is relatively similar, and in many cases less than the visibility of buildings above the parapet of all early nineteenth century buildings, as viewed from within the main area of Sullivans Cove. This will mean, in the Proponent's submission, that the views towards the stadium will not conflict with the existing urban setting or appear anomalous over time.

- (f) The stadium's dominant spatial occupation of the constrained site and its imposing scale mean design treatments may be only somewhat effective, and only at all when the stadium is experienced at close range and from some nearby locations. The scale is such that any local articulation or variation in the façade detail is subsumed by the overwhelming singularity and uniformity of the stadium's bulk. The architecture and urban landscape, and their resolution and detail, offer opportunities to mitigate the perceived size of the stadium structure to a very limited extent and from limited perspectives. This can only be achieved through the proposed mix of materials and some articulation of flanking base and façade elements. However, to the extent these details are addressed, their mitigation effects do not change the larger-scale dominance of the stadium when viewed from outside the site or from a distance, nor its spatial impacts.
- (g) Ancillary structures, including the cricket wickets and the relocated Goods Shed, appear to be located without consideration for opportunities to create a positive public realm or to minimise heritage impacts. Each of these ancillary structures has detrimental effects as discussed in sections **3.4 Public realm and activation** and **4.4 Physical effects on places of historic cultural heritage significance** of this IAR.
- (h) Overall, while the proposed external architectural façade treatments offer a degree of variation and articulation, they are inadequate to mitigate the negative urban design impacts posed by the size and bulk of the stadium in the context of the site's size and constraints. The proposed landscape design does not mitigate these effects. Rather, it exaggerates them as, it does not provide modulation, articulation and fine design detail.

### 3.4 Public realm and activation

- (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.
- (b) The activities throughout the precinct have aligned with principles for land and maritime uses in the Sullivans Cove Planning Review 1991. Many of these principles are valuable and provide a solid basis for evaluating how the Project connects to the site, precinct, and city. The Panel also notes these principles generally align with the objectives of the Macquarie Point Development Corporation. The Corporation's legislated objectives include to create a vibrant, active area for people with diverse land uses that foster this vitality.<sup>20</sup>
- (c) In its general submission for the hearing, the Proponent noted that the Mac Point Precinct Plan was developed before the design of the Project, and informed its design. The Proponent submitted that the stadium's position, including its north-south orientation, and the design of surrounding spaces will support development of the broader precinct – citing activation and identity created by the stadium as an anchor for the precinct.
- (d) However, the Proponent's architect, Mr Alistair Richardson, confirmed that the siting of the stadium building was limited due to the need to meet its functional requirements on the available land, and there was no other alternative available for its location within the site. The result is that the physical space available to support a diversity of uses is residual, and open areas around the stadium, particularly at the south, east, and north, are highly constrained. These spaces will also be required to remain largely clear of features to ensure safe pedestrian circulation during events, limiting landscape design opportunities.
- (e) The nature of the public realm spaces within the site and connecting with surrounding areas is defined by built form elements, their design details, and the relationships between them. The interfaces between open spaces and built elements at ground level have a particularly important role. The size and location of structures, shape and dimensions of open areas, visual and pedestrian linkages, view corridors, and landscape design detail, along with shadowing and wind effects caused by the proposed stadium structure, will all shape the broad utility and desirability of the public realm as a place to visit outside of 'event mode'.

---

<sup>20</sup> Macquarie Point Development Corporation Act 2012 (TAS) s 6.

- (f) The Panel considers that these elements, as proposed, are such that remaining space around the stadium building is inadequate to accommodate a diversity of uses and public realm activities which could otherwise contribute as destinations, or attractors for people to move through, and thereby socially activate the site outside of event mode. The public realm spaces will not be sufficiently accommodating, connected, or comfortable to enable a sense of safety, ease of access and use, or enjoyment, and will not foster activation or vibrancy out of event mode. There is limited scope to support commercially viable businesses and interfaces that could activate and animate the public realm.
- (g) The Proponent's planning expert, Mr Neil Shephard, stated in his written submission for the hearing that:
  - ...the interface of the stadium with the external public realm ensures a fine-grained scale and multilayered experience. This would ensure activation on both game and non-game days, human scale and sense of enclosure, leading to a sense of awe and scale on entering the stadium.
- (h) Mr Shephard also stated that the hard and soft landscape details will provide human scale elements within the context of a large site and the feature-built-form stadium.
- (i) The Panel does not agree with these views and considers that the scale of the stadium's footprint means that most of the site's available area is occupied by the stadium and associated structures. The space around the building is essentially 'left over,' lacking any sense of enclosure and instead presenting overwhelmingly as useful only for thoroughfare. Its limitations impede the creation of an activated, viable, mixed-use precinct. The interfaces of the stadium are predominantly blank or closed outside event mode, not fine-grained in their detail, and do not provide a sense of human scale. The proposed soft landscape elements are extremely limited, with unmitigated hardstand paving dominating external spaces, meaning they do not assist in delivering an amenable human scale outcome. Related to these aspects are challenges to ensuring a sense of safety, ease of access and egress throughout the site, comfortable pedestrian flows, and opportunities for rest and respite. The outcome also represents a poor solution from a Crime Prevention Through Environmental Design (CPTED) perspective, further diminishing its desirability or attractiveness to visit outside of event mode.
- (j) The stadium's proposed interfaces with the port area, Timtumili Minanya / River Derwent, and the Queens Domain are characterised by a lack of integration or connection. The stadium does not facilitate physical links or view lines that could reveal Timtumili Minanya / River Derwent to users of the site and thereby connect them to the wider character of Hobart and a sense of place.

- (k) The Proponent, in its representation, submitted that, '...the site connects the CBD to the green heart of the city on the Queen's Domain, the Hobart Cenotaph, and to the intercity cycleway and Tasman Bridge.'
- (l) The Project will not connect well to the Queens Domain and the Cenotaph. In reality, it will sever opportunities for successful linkages between these spaces. The Proposal treats the escarpment as an edge of the stadium site, rather than an as opportunity to connect and integrate the site with the Queens Domain, whether physically or visually. Similarly, in the southeast, the area labelled 'complementary integrated mixed use zone' will create a barrier preventing visual, physical connection or any positive spatial relationship with the Port area, and Timtumi Minanya / River Derwent beyond. The Panel acknowledges that the Port requires a secure boundary, but that would not in itself preclude a more considered connection.
- (m) The spaces indicated for potential 'complementary integrated mixed use,' offer constrained and limiting floor plates. They are relatively small in area and sub-optimal in configuration, reducing their suitability for some commercial tenancies. They are also poorly sited, being dislocated from urban services and neighbourhoods, and with poor visibility to potential passing trade. In addition, their ground floor interfaces are largely shadowed, connect to narrow, corridor-like ground level open areas with no soft landscaping, have a poor aspect, and will be subject to noise issues from both the Port and the stadium. These conditions will substantially limit their attractiveness to a number of potential operators and patrons, and their ability to generate activity. They appear to offer limited scope for retail, hotel, or hospitality viability, and will lack effective street frontage and access, particularly for a hotel.
- (n) There is some opportunity for activation for ancillary uses that are fronting onto and clearly visible from Evans Street. It is noted that Evans Street already has some degree of activity, and the potential ancillary uses proposed to abut the street will contribute to natural passive surveillance that could assist in supporting pedestrian amenity and street-level activity outside of event mode. However, the proposed active frontage along Evans Street is fragmented and very limited in extent. The stadium building's interface with Evans Street has substantial blank walls for services and utilities, and a vehicle crossover servicing the proposed basement.
- (o) The Goods Shed has the potential to support some level of activation due to its ability to support smaller functions, as well as its inherent finer scale and grain, and historic interest. However, the proposed location of the Goods Shed and its proposed use as part of ticketed events or functions occurring elsewhere in the stadium significantly diminishes its potential for public activation. Removal of the Goods Shed to the most remote part of the site from the current activity that occurs in Sullivans Cove and Evans Street reduces the likelihood that passers-by will have any engagement at all with the Goods Shed as



heritage fabric or as a host to events. This will diminish the potential for any visitation associated with the Goods Shed, such as visitors to functions, to contribute to site activation in any meaningful, frequent, or regular way. The narrowness of the space north of the Goods Shed will have negative implications for pedestrian movement, visual accessibility, sightlines, and CPTED outcomes (refer also to section **4.4 *Physical effects on places of historic cultural heritage significance*** of this IAR).

- (p) The western space between the stadium building and Davey Street is undefined other than being designated as an 'Aboriginal culturally informed zone'. This is ambiguous in both meaning and design solution, noting that the landscape plans exclude it from their scope, and evidence provided by Aboriginal community members during the hearing is that the space is inappropriate.
- (q) At the hearing, representor Dr Daphne Habibis submitted that the Aboriginal culturally informed zone will be an area for patrons to evacuate to in the event of an emergency – meaning that the area is accessible at the beginning and end of each event, and suggesting it will be subject to damage. Mr Richardson, for the Proponent, confirmed this area will be used for emergency evacuation.
- (r) At the hearing, Ms Nala Mansell, for the Tasmanian Aboriginal Centre, submitted that their organisation is the only organisation and people with a distinct and unbroken connection to the land on which this stadium is proposed. Ms Mansell stated that the Tasmanian Aboriginal Centre was not requesting a park named after reconciliation, or tokenism, but for the land to be returned to the Aboriginal people.
- (s) The Panel considers that the area designated as an 'Aboriginal culturally informed zone' is the only part of the site that has the genuine potential to attract people outside of event mode, as well as being used for pedestrians attending events. This is due to its greater visual connection to active city streets, greater accessibility, and openness compared to other parts of the site. However, its success and attractiveness to people will depend on how well it is designed to accommodate a broader range of users and its ongoing availability for general enjoyment. Neither of these matters is demonstrated by the proposal. In addition, the Panel notes the absence of meaningful consultation with any Tasmanian Aboriginal people as to the size, location, meaning, use, landscaping and interpretation of this zone (see also section **5.2 *Aboriginal cultural values and landscape*** of this IAR).
- (t) The proposed location for the cricket wickets will create a visual and physical barrier to pedestrian circulation and visibility, occupy a large area, and further obscure the Goods Shed. It will create a dead-end open space at Gate 3 that is hidden from more exposed parts of the site and presents a personal safety risk (CPTED). It would also obscure sight lines to the area between the Goods Shed and the escarpment. This would further reduce its safety and the perception of safety it offers

to pedestrians, and thereby its attractiveness as a place to walk or dwell outside of event mode. 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.

- (u) Other spaces around the stadium building are required for safe pedestrian circulation, access, and egress, with limited or no scope for successful activation outside of event mode. They are primarily indicated as hard paving with very little else in terms of landscape amenity.
- (v) The landscape plans propose extensive areas of unmitigated paving, primarily of asphalt, with limited planting of soft landscape, and no meaningful detail. The Panel considers that there is no apparent responsiveness or contribution to the place, history of use, or surrounding elements, nor to the nature of its future use, other than for thoroughfare. The lack of soft landscaping will reduce the general amenity of the site. Soft landscaping not only contributes to a site's visual appeal but also protects the area from elements such as wind and rain. It can reduce urban heat island effects and support environmental sustainability. Soft landscaping can also create human scaled spaces for respite and minor landmarks that can create meaning/place connection. This could improve orientation and wayfinding in the area.
- (w) The landscape design shows no integration between hard and soft landscaping and the built form. There is no apparent landscape vision or design approach to support and manage safe, amenable, inclusive, and easily accessible pedestrian movements, diversity of uses, sustainability, or facilitation of public realm integration at site interfaces. The proposal fails to define positive spaces for pedestrian amenity, comfort, respite, or enjoyment. It does not address inclusiveness nor invite occupation, nor does it propose any integration of sustainable water management or enrichment of biodiversity.
- (x) The residual spaces around the stadium will also be subject to overshadowing and wind impacts, which will further limit their attractiveness. The wind analysis provided by the Proponent's reports (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 (or walking through) but poor for sitting.
- (y) The Panel notes that intensive use of the site on event days will 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, and interstate. This will flow onto a range of activities across the waterfront and city.

- (z) While the stadium will generate periods of very intensive energy and activity, the built and public spaces the Project provides are likely to be dormant outside of event mode. Based on an estimate of 35 to 40 major events per year, the predominant temporal use of the site across any year will be for purposes associated with hosting relatively small private functions such as conferences or trade exhibitions. The frequency of these events will depend on commercial factors. Noting the capacity requirements for the stadium and associated spatial areas internally and externally, even a conference of 1,500 delegates will generate activity across only a very small part of the site.
- (aa) Other ongoing activity might be generated by team functions such as management, training, and servicing, or by small scale retail in limited available tenancy spaces. The area designated for 'complementary integrated mixed use' is limited to the eastern part of the site and provides a small floor area in the context of the site. Even if fully occupied, it will not be supported by surrounding economic activity and will not generate a meaningful level of activation to animate the site, noting that this type of land use will be largely determined by commercial factors, including the viability of any tenancies in their context. All of these functions will only attract small numbers of people due to limited available floor areas in the context of the stadium's occupation of the site.
- (bb) Mr Shephard, for the Proponent, commented in his written submission for the hearing that the proximity of the cruise ship terminal (Mac 2), tourist and accommodation use in Hunter Street, and the success of small cultural/commercial activities, such as the current use of the Red Shed, means that the site has potential for activity during non-stadium use.
- (cc) Mr Shephard, in his written submission, also stated that, '...[the site] may be limited in its ability to integrate the immediate surroundings in a manner that creates a variety of mixed use and public spaces that are activated and attractive, but that may be unrealistic given the industrial character of the site and its 'working port' context.'
- (dd) The Panel does not agree that the industrial character of the site and working port context precludes it from being activated and attractive. It would be possible for new, non-industrial typologies, development, uses and open spaces on the site to successfully create an activated, vibrant precinct if they were balanced in use diversity and sufficient in floor areas to create an effective 'mix,' were well integrated spatially and functionally, well-considered, and high quality. The Reset SDP provides an example of how this could be achieved. While adding a new typology to the site, this approach would also have the potential to enrich character and engender new layers of history and meaning to the city's life and identity to evolve through broad and diverse use, activity, and enjoyment.

- (ee) The Panel acknowledges that any stadium would be a new, incongruous form to some extent if inserted into an existing city context. However, unlike successful examples of city stadiums, such as Adelaide Oval or the MCG, there is inadequate space at the Macquarie Point site to mitigate the city-scale negative effects of visual bulk and homogeneity.

## 4.0 Historic cultural heritage and community values

### 4.1 Cenotaph

- (a) The Cenotaph is the main state war memorial and 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, topography, visibility of the landform on the edge of the city and adjacent to Timtumili Minanya / River Derwent, its commemorative meaning, and continued use and experience as a place of remembrance.
- (b) The historic cultural heritage significance of the Cenotaph is well documented and is magnified by the significance associated with the social and cultural value it continues to hold in the community. The Cenotaph is a site that is actively used for multiple commemoration days and anniversaries. The site contributes to the sense of community of returned and current service personnel and their families. The cultural and community values of the Cenotaph contribute to a specific sense of place in this location, relating to contemplation, reflection and respect.
- (c) Community responses to the Project reflect that the Cenotaph is highly valued and considered to be a sacred place. The views expressed by members of the community and experts through the representations and hearing primarily submit that the Project will have significant negative effects on the Cenotaph.
- (d) While the history of development at the Macquarie Point site has included a range of industrial uses, no buildings in this area have been of similar scale to the stadium building, and the Cenotaph and the headland it sits on have always retained their prominence.
- (e) The built form of the stadium will 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 height, form, bulk, and proximity of the stadium building will cause it to be highly intrusive and physically dominating against the Cenotaph monument and surrounding landscape – and will diminish the prominence and primacy of the monument. While the obelisk and associated open space will not be physically altered by the Project, the dominant presence of the stadium building in the immediate surroundings will negatively affect how people experience and understand the Cenotaph.
- (f) The roof is the element that contributes the most significant visual impact on the Cenotaph. The use of ethylene tetrafluoroethylene

(ETFE) for the roof allows for a level of translucency – although not complete transparency – and this is subject to any changes proposed to accommodate cricket. The use of translucent materials will make the roof structure less intrusive than an opaque structure, although the degree of perception of translucency will change depending on the viewing angle. The structural elements of the roof between the ETFE pillows will be significant and constructed of materials that will contrast with its surroundings and not allow the roof form to blend with surrounding landscape features. Overall, the structural form of the roof will be visually dominant, and will be read as a single large mass, despite any partial views through it. Lighting from events at night will further exacerbate the visual dominance.

- (g) Both the proposed built form and the use of the stadium building will have a significant detrimental effect on the historical cultural heritage and community values of the Cenotaph.
- (h) 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, will 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 the recognition of wartime service and sacrifice
  - the aesthetic qualities of the place
  - the associations of the place with a collective community sense of grief
  - the associations of the place with its original designers and the design intent of the monument.
- (i) In its representation on the draft IAR (representation 474), the Proponent suggests that an Events Management Plan, developed after planning approval, will consider avoiding scheduling events at the same time as major events at the Cenotaph. It would be appropriate if the stadium did not operate on commemorative days. However, the Cenotaph's importance is not limited to commemorative days, and this solution does not ameliorate the stadium's impact more generally, noting the Cenotaph's continued role as a community memorial space. The values of the Cenotaph identified by both the community, and the relevant Tasmanian Heritage Register datasheet, include the overall sense of reverence and quiet contemplation of the place.
- (j) There are other events in close proximity to the Cenotaph that may affect the Cenotaph's sense of quiet contemplation, including the Hobart Regatta, circuses, or other events on the regatta grounds and Dark Park. These, however, are temporary, occasional, and primarily

community-based events that are not associated with permanent infrastructure that in itself affects the physical environment around the Cenotaph.

- (k) The location for the Cenotaph was specifically chosen for its conspicuous position, which made it a focal point of the city. The stadium building will have significant impact 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
  - 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 impacts on views will 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. Any vegetative screening of the stadium building from the Cenotaph for the purpose of mitigating its visual effects, as proposed as an option by the Proponent, will likely only further reduce the available views and sense of openness and prominence of the location.

The effects on the Cenotaph, arising from the scale, height, form, bulk, use and proximity of the stadium building, could not 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.

- (l) In its closing statement for the hearing, the Proponent did not dispute the role of the Cenotaph, and acknowledged that the stadium will impact views to and from the Cenotaph, but considered that:
- the key axial view from the city is unaltered
  - views in the round are not reasonably to be protected particularly given the opportunity of the land
  - the key view affected from the north is the one you would reasonably [expect to] be affected
  - the question for the Panel is whether the change posed by the Stadium is unreasonable... this must be answered having regard to the relevant strategic planning context which provides for change on the site, including substantial built form whether that be a stadium, apartments or something else.

The Proponent also relied on evidence of its planning expert, Mr Neil Shephard, who stated that 'any negative perceptions about the visual prominence of the building must be balanced against the desired role and functionality of the proposal in the chosen location'.



- (m) The Macquarie Point site is widely accepted as being a parcel of land that is identified for redevelopment and intensification of use. However, this does not suggest development of the site should not, or cannot, reasonably consider the longstanding values associated with its surroundings (refer to section **2.1 Planning strategy and site plans** of this IAR). The Panel does not accept that because the Proponent chose this site for the stadium, the stadium's size, shape, or functional requirements should be given precedence over the heritage values and cultural significance of the Cenotaph.
- (n) Further evolution of the Macquarie Point site, including significant intensification of development, could be accommodated while still retaining the core values of the Cenotaph and its setting. The Project, however, will not achieve this outcome.

## 4.2 Regatta grounds/Lower Queens Domain precinct

- (a) The northern access road is essential infrastructure for the Project and is substantial in scale and potential impact. No details have been provided for the road, either in the Proponent's initial submission documentation, or through the representation and hearing process. While the Proponent acknowledges the northern access road is essential for the operation of the stadium, it does not consider it part of the Project scope. No information on potential effects of the road, nor evidence of its effects, was provided by the Proponent at the hearing.

In the absence of this information, the Panel has considered, to a limited extent, what potential effects the road may have, or is likely to have. If the road's construction were to be included as a condition of a permit approval for the Project, these effects will need to be adequately considered before any approval. Operation of the stadium is reliant on creation of the road, and therefore an approval of the Project would essentially provide tacit approval of the road and its stated functions. The Panel also notes there is uncertainty about the location of the bus plaza, which may ultimately be developed somewhere along the northern access road rather than at its terminus near the stadium building. This solution may increase potential impacts of the road on its surroundings.

- (b) Despite the uncertainty of the final design, the Panel understands the road will necessarily include:
- significant width to ensure adequate access and passing/stopping bays for large vehicles (including freight and buses)
  - grade-separated pedestrian/cycling infrastructure to provide safe access to and from Regatta Point<sup>21</sup>
  - grade-separated pedestrian/cycling infrastructure to safely connect the intercity cycleway
  - vehicular access to Regatta Point
  - works to the Tasman Highway to allow for large vehicle entry and exit.
- (c) The northern access road will be located in the southern Queens 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

---

<sup>21</sup> It is noted that 'Regatta Point' is not a formal geographical name, but is colloquially used to refer to the area where vessels are launched for the Royal Hobart Regatta.

- its sense of openness and wide panoramic and prospect views outwards in all directions, which provide a spacious quality rare in inner parts of capital cities
  - historic sites and features relating to the historical uses and functions.
- (d) The northern access road and associated infrastructure will 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, and affecting ease of public pedestrian access to the water
  - 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
  - diminishing the largely pedestrian dominated nature, use and character of the area, and relegating pedestrians to a lower order priority in favour of vehicles, including heavy freight vehicles.
- (e) While there is currently a road (McVilly Drive) and rail corridor in the proposed general location (and space for car parking), the northern access road will be a substantially more significant, large, and dominating piece of infrastructure compared with the existing infrastructure.
- (f) The Panel notes there has been recent significant effort and investment in the Bridge of Remembrance to re-establish the pedestrian 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.
- (g) The visual impact of the stadium building will have a significant negative effect on the sense of openness of the southern Domain area and will intrude on the wide, panoramic views to the surrounding landscape.
- (h) The Royal Hobart Regatta, founded in 1838, is a long-running cultural event held in the southern Domain area, and has been held at its current Regatta Grounds location since 1856. The event has been historically significant to Hobart's cultural life. Limited commentary was received through the representations and hearing specifically relating to the effect on the Regatta.
- (i) The Panel notes the Regatta's historic importance and considers that the degree to which the event has enduring significance is a matter for community consideration. However, the Panel observes that the northern access road will have negative effects on any enduring community and cultural significance of the Royal Hobart Regatta, as:

- through both its physical presence and vehicular use, it will significantly sever the connection between the 1919–21 John Colvin Stand (the main spectator viewing area for the Hobart Regatta) and the launching of vessels at the water's edge
  - it will create a distinct separation between the festival activities on the regatta grounds and the launching of vessels at the water's edge and will affect the free-flow movement of people between these two areas. Currently, McVilly Drive is closed for general vehicle access to facilitate the Regatta. The Panel considers it seems unlikely the northern access road will be able to be closed on Regatta event day.
- (j) As there is no detailed design for the northern access road, there could be unknown, but potentially significant effects on remnant railway features and individual places of historic cultural heritage significance in the area. (Refer to consideration of effects of the northern access road on Aboriginal heritage in section **5.1 Aboriginal heritage materials** of this draft IAR).

### 4.3 Visual effects on places of historic cultural heritage significance

- (a) The built form of the stadium will have significant negative effects on the setting of the buildings on Hunter Street, specifically the Henry Jones & Co. IXL Jam Factory buildings. These buildings are heritage-listed for the following key reasons (as identified in Tasmanian Heritage Register datasheets):
- 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
  - 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. While the closest views of the Hunter Street streetscape will be retained with little to no adverse effects from the stadium building, the middle to longer distance views towards these buildings from within and around Sullivans Cove will be significantly impacted. The social and aesthetic significance of the Hunter Street buildings will be significantly adversely impacted by the stadium form.

The stadium will appear as a dominating backdrop to the buildings and will dwarf them, particularly when viewed from middle-distance, such as from Constitution Dock, and diminish their spatial and visual primacy and the story they tell of Hobart's historic waterfront development and how it is valued.

- (b) The built form of the stadium will have a negative impact on the setting of Victoria and Constitution Docks due to its dominating presence. This will affect the experience of locals and visitors using these well-frequented public spaces.
- (c) In its closing submission for the hearing, the Proponent acknowledged that the scale and form of the stadium will have major indirect impacts on some heritage places (where 'indirect' means a non-physical impact). The Proponent submitted that the built form and scale should be assessed in the context of the site being earmarked for change by virtue of the *Macquarie Point Development Corporation Act 2012* and

the approved Mac Point Precinct Plan which explicitly provides for a stadium on the site.

In this context, the Proponent stated:

...the scale and footprint of the stadium is acceptable having regard to the following:

- a. the sculptural form of the roof
- b. the materials and finishes, including translucent roof and raw materials for the base structure
- c. the height of the stadium will be commensurate with the nearest buildings surrounding it.

- (d) The Panel does not accept the view that the existence of the MPDC Act or the Mac Point Precinct Plan binds the Panel to ignore relevant planning matters (refer to section **2.1 Planning strategy and site plans** of this IAR).
- (e) The Panel agrees with the Proponent's view that the height of the stadium wall below the outer and lowest edge of the roof (approximately 24m) is likely to be reasonably commensurate with the height of existing buildings in the surrounding area. This height is also similar to the maximum height of some building parcels proposed in the Reset SDP. However, visualisations suggest the wall itself will still be visible behind the Hunter Street buildings from some viewpoints, indicating it will have a similar negative effect on those buildings to that caused by the intrusion of the existing IXL Apartments, which are visible above the Hunter Street buildings.
- (f) The stadium roof is the element of the stadium building that will contribute most significantly to the negative effects on the historic cultural heritage significance of the Hunter Street buildings due to its scale, height, and visual homogeneity. In addition, any changes that increase the height, bulk, or opacity of the roof will exacerbate these negative effects.
- (g) The Panel accepts that the visualisations submitted by the Proponent's visual impact assessment expert, Mr Christopher Goss, through the hearing process, have improved the accuracy of the building form and the representation of materials and finishes, compared to the Proponent's initial proposal documents. The updated visualisations suggest a lighter-shaded roof colour than originally presented, which reduces its visual impact to a small extent, when compared to the earlier visualisations.
- (h) The use of translucent roofing material will make the roof less visually intrusive than a visually opaque roofing material. However, the Panel notes that structural supporting elements will be visible through the roof material of ethylene tetrafluoroethylene (ETFE) pillows and around the base of the roof, resulting in the roof still being visually significant. Any potential for partial views through the translucent ETFE pillows to areas beyond the stadium are considered likely to be indistinct at mid-

distance, if available at all. The curved form of the roof allows for its height to be brought down at the edges of the building, with its highest point located away from its edges. However, the overall height, scale, and visual homogeneity, and the prominence of the shape mean it will sit in stark contrast to the heritage setting. In its closing submission for the hearing, the Proponent states:

From Victoria Dock, the roof of the stadium is visible above the Hunter Street's heritage buildings. However, the stadium remains visually recessive to the heritage streetscape. The soft shape and translucent character of the roof ensures the structure is not dominant.

The Panel does not agree with this statement. The structural form of the roof will be visually dominant and imposing rather than recessive as a backdrop to the Hunter Street buildings. This is due to its scale, bulk, contrasting shape, and visual uniformity. The structural elements and ETFE pillow roof material, with varying degrees of translucency and reflectivity, will not be recessive. Lighting from events at night will further exacerbate its visual dominance behind the Hunter Street buildings.

- (i) The Panel agrees with the Proponent's heritage expert, Mr Jim Gard'ner's views presented at the hearing, that the visual effects of the stadium roof on the former Henry Jones & Co. IXL Jam Factory buildings currently used as the University of Tasmania Centre for the Arts (41 Hunter Street) will be, when these buildings are viewed at close range, of a lesser magnitude than the effects on the rest of the Hunter Street buildings. The stadium's roof form will be less visible above 41 Hunter Street from key vantage points. However, its effects when viewed from further south within Sullivans Cove, will be significant.
- (j) The built form of the stadium will have major 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 stadium will appear as a highly dominating, bulky presence behind the Royal Engineers Building, particularly when viewed from Brooker Avenue and the Tasman Highway. The stadium's built form will dwarf the building and undermine its prominence as a landmark at the entry to the city. The effects on the Royal Engineers Building from the stadium result from the whole of the stadium structure, including roof and wall elements, and its overall scale and visual singularity.

The proposed illuminated main signage will exacerbate the negative effects on the Royal Engineers Building, further drawing attention towards the stadium and emphasising its contrasting scale.

The encroachment of the cricket wickets and the notional landscape layout proposed will further diminish the prominence of the Royal Engineers Building when experienced within the site due to its impact on its surrounding landscape setting. In addition, the landscape



proposal does not suggest meaningful consideration of any opportunity for the building to be positively integrated with activity on the site.

- (k) Through the hearing, Mr Jim Gard'ner, for the Proponent, stated there may be some opportunity to lessen the negative impacts of the Project on heritage values, however these will not be sufficient to fully ameliorate the effects.
- (l) The Panel agrees there may be some small capacity to improve the visual effects of the stadium building on the Royal Engineers Building. This could include siting of the signage, detailing of the stadium façade to reduce its homogeneity, and increased landscaping – both around the Royal Engineers Building itself (to enhance its historical associations and prominence from within the site), and between the stadium and the building to screen it, with particular consideration of the view from Brooker Avenue and the Tasman Highway. The Panel also agrees, however, that these measures will not be sufficient to ameliorate the negative visual impact of the stadium on that building.
- (m) At the hearing, there was discussion in relation to the degree of translucency of the ETFE pillow roofing material. The structure supporting the pillows will not be translucent and will cast shadows on the pitch, which could prevent the playing of cricket at the stadium. Cricket Australia has stated it requires satisfactory mitigations of any shadowing. The Proponent's architect, Mr Alistair Richardson, suggested at the hearing the likely solution was to decrease the translucency of at least some sections of the ETFE pillows. The intent of this is to reduce the degree of contrast between shade cast by the roof's structural elements and shade cast by the pillows. The extent and locations of the more opaque pillows is not known.
- (n) A greater degree of opacity will increase the visual prominence and apparent solidity of the roof form. This design alteration will therefore increase the perceived scale and visual impact of the stadium, including its visual impacts on places of historic cultural heritage significance. It will decrease transparency, increase sense of bulk, and, if only some panels were more opaque, may create a more visually busy structure.
- (o) In addition to effects on individual heritage places, the effects on heritage relate to the overall setting of Sullivans Cove as a historic townscape. The Panel agrees with the Proponent's planning expert, Mr Neil Shephard's view, as expressed during the hearing, that Sullivans Cove is evolving and can accommodate new built forms and uses. However, for such change to be accommodated, it should reference and complement, or at minimum not unduly adversely affect, the heritage values of Sullivans Cove.
- (p) The Panel agrees with Mr Shephard's written submission for the hearing, that Macquarie Point itself does not have a generally recognisable 'traditional character,' other than as an industrial site, unlike other discrete areas of Sullivans Cove (such as Salamanca).

However, the Panel does not agree this means that development of the site, which is expressly included in the Sullivans Cove area, should not be respectful of and sensitive to the heritage-derived expression, character and values of Sullivans Cove.

- (q) The disproportionately large mass of the stadium building is not justifiable simply by reference to the site's industrial history. The site has included circular building forms and higher structures which were explicitly industrial in character, but the site has never included a single building of such significant scale and typologically incongruent character.
- (r) Effects on historic cultural heritage were widely considered to be significant by representors and by participants in the hearing, including by the Proponent's heritage expert, Mr Gard'ner. In its representation on the draft IAR (Representation 862) and at the hearing, Federal Group also considered that effects on the heritage setting of Sullivans Cove and on the Hunter Street buildings will affect tourism, and therefore surrounding businesses, due to their intrusion on the valued character and attractiveness as a destination ascribed to the historic setting.
- (s) The Panel considers that the proposed design details and potential mitigations such as vegetative screening 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 the size, height, bulk, and visual homogeneity of the stadium building (which are required to facilitate its intended use), mean these effects cannot be satisfactorily resolved.

#### 4.4 Physical effects on places of historic cultural heritage significance

- (a) The Project proposes that two heritage listed buildings on the Macquarie Point site be dismantled to accommodate the stadium building. The locally listed Red Shed is proposed to be stored or relocated off-site, and the state-listed Goods Shed is proposed to be relocated to the northern side of the stadium. The Project proposes that the Goods Shed will be used as a function space and for food and beverage service during stadium events.
- (b) Dismantling and removing the Red Shed from the Macquarie Point site will 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.
- (c) In its closing submission at the hearing, the Proponent suggested that the Panel should ‘recommend’ the Red Shed instead be demolished, subject to photographic record. This suggestion arose due to the evidence in representations and at the hearing from heritage experts that considered there was little heritage benefit in retaining and reassembling the Red Shed. The Panel does not provide a view on any alternative outcomes for the Red Shed, other than:
  - if it were to be re-erected, an appropriate location for on-going use and activation should be considered
  - if it were to be stored, its storage should be in accordance with any recommendations of the Hobart City Council, and consideration could be given to some meaningful interpretative material integrated with the urban realm and landscape design
  - if it were to be demolished, its demolition should be in accordance with any recommendations of the Hobart City Council, and consideration be given to some meaningful interpretative material integrated with the urban realm and landscape design.
- (d) Through the hearing process, the Proponent’s heritage expert, Mr Jim Gard’ner, submitted that heritage values associated with the Goods Shed can still be meaningfully understood following relocation. The Proponent’s closing submission for the hearing stated that the relocation is not opposed by relevant heritage experts (its own heritage expert, Hobart City Council’s heritage expert, or Heritage Tasmania).

The Panel notes that the Proponent’s heritage expert, Mr Gard’ner, considered that the Goods Shed is a relatively robust industrial building, and that relocation within the historic context of the railyards would allow its original use and role to remain legible, with appropriate interpretation. Mr Gard’ner did, however, consider the overall effects on the Goods Shed were ‘major,’ and his conclusions on the relocation were based on the assumption that relocation is a necessary aspect of

the development for which there is no feasible alternative. Mr Gard'ner noted in his written submission for the hearing, that:

I recognise that the relocation of a heritage building is undesirable unless it is the 'sole practical means of ensuring its survival.' (Burra Charter, Article 9.1.)

The Panel also notes Hobart City Council's heritage expert, Professor Richard Mackay, did not express a view in his evidence in the Hobart City Council representation on the draft IAR on whether the heritage values of the building can be retained if it is relocated. Professor Mackay considered more information was required to make an informed conclusion. Professor Mackay suggested that if the values cannot be meaningfully retained, a more 'radical mitigation' strategy might be considered, 'such as not seeking to retain the structure and installation of an interpretive exhibition on the site, and saving the funds from its relocation to contribute to Hobart's heritage in more innovative and impactful ways'.

- (e) The Panel considers that the proposed relocation of and alterations to the Goods Shed will 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
  - its relocation to an area between an escarpment and the stadium, and its proposed 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, significantly dwarfs it in scale, and diminishes opportunities for its appreciation.
- (f) 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 will 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 will be inactive outside of 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.
- (g) The proposed use of the Goods Sheds is primarily as a bar and hospitality venue associated with stadium events and private functions and as a trade exhibition space. This will reduce the availability of the building to the community as a flexible community event space. The Panel notes that the Proponent's architect, Mr Alistair Richardson, suggested at the hearing that the Goods Shed could be additionally used outside of function and events for general or casual hospitality use (for example, as a bar). However, this appears to be subject to an

as-yet undetermined operating model and is therefore uncertain (refer to section **3.4 Public realm and activation** of this IAR in relation to the location of the Goods Shed).

- (h) The methods for dismantling and relocating the Goods Shed have not been stated, however the Panel accepts the view of Mr Gard'ner, for the Proponent, that the building is of a type that can be readily relocated with appropriate structural engineering, architectural design and heritage advice. While the building appears to be capable of relocation, the lack of detail on how this will occur may lead to increased cost and time implications.
- (i) The Panel notes that the Goods Shed could retain its main original physical features and the historical associations accompanying them, but it will be modified from its original form and presence as a free-standing structure. Attaching the building to the stadium will affect the Goods Shed's physical form and character.
- (j) The Panel considers that, in terms of the overall level of heritage significance of the Goods Shed in the context of Tasmania, the treatment of the Goods Shed from a historic cultural heritage perspective is not ideal, but also not considered to be an issue of critical significance for the Project.
- (k) Through the representation and hearing process, it was suggested by both Mr Gard'ner, for the Proponent, and Hobart City Council's Urban Design Advisory Panel, that it would be a better outcome for the Goods Shed to be located to an alternative position on the site. Mr Gard'ner states in his written submission for the hearing, that:

If the southernmost 'complementary integrated mixed use zone' building was not constructed, the Goods Shed could potentially be relocated east of its current location in the same orientation to Evans Street thereby increasing the legibility of its heritage values and providing more 'breathing space' to this state-listed structure.

The Panel agrees with this position, and considers that if the Goods Shed is to be integrated with the design proposal for the site, this should be done in a meaningful way that maximises the opportunity for its value to be understood and enjoyed through greater exposure, wider use and easier access, and which could also support its function as a standalone commercial tenancy (refer also to section **3.4 Public realm and activation** of this IAR). The Panel notes that this is not the Project's proposed treatment of the Goods Shed, however, and it would necessitate changes to the Mac Point Precinct Plan.

## 4.5 Historic archaeology

- (a) There has 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 has also been completed in this area, although this is considered in section **5.1 Aboriginal heritage materials** of this 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, p.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 Headquarters 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' (Appendix M, p.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, p.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. The same conclusions drawn for the area of the stadium building footprint cannot be directly extrapolated to the remainder of the site without further investigation.
- (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 Headquarters and Kings Yard. There are no detailed



plans for the cricket wickets or for any landscaping works. The Panel notes these works, in particular the cricket wickets, will 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 Street and Davey Street
  - the Hobart Rivulet Domain diversion tunnel, due to construction impacts such as excavation and vibration
- (h) Associated infrastructure such as the northern access road and the sewer main diversion 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 ground works and vibrations associated with the construction and operation of the northern access road will have unknown effects on the structural integrity of the Hobart Rivulet Domain diversion tunnel.
- (k) There was little comment or additional information provided on archaeological matters through the representations and hearing. The Proponent did not provide further expert evidence on this matter and reiterated in its representation and general submission to the hearing that conditions relating to an unanticipated discovery plan were the appropriate way to address any issues.
- (l) The Hobart City Council representation provided commentary from heritage expert, Professor Richard Mackay, on archaeological matters, which questioned the certainty of the Proponent's reports' assessments and conclusions for the site. Professor Mackay suggested a triage approach to further testing, stratified sampling, and monitoring, covering the entire potentially affected area.
- (m) The Panel considers, overall, that an unanticipated discovery plan, or '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. Implementing this approach through conditions would likely be appropriate, although a more nuanced approach as suggested by Professor Mackay would likely improve outcomes. 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
- adequate techniques and timeframes during construction have been considered.

## 5.0 Aboriginal heritage

### 5.1 Aboriginal heritage materials

- (a) There has been a considerable number of Aboriginal heritage assessments undertaken within the main body of the former railyards site (the Macquarie Point site) and the surrounding area prior to this Project's inception, although these have been piecemeal and project-specific in nature.
- (b) Aboriginal Heritage site 13901 is within the Project site and is a midden, with associated high density artefact scatter<sup>22</sup>. 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 (Annexure O, January 2025, p.116). 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, p.190).
- (c) The Panel accepts the predictive model and the mapping and classification of Potential Areas of Sensitivity (PAS) for Aboriginal heritage material presented in the draft Aboriginal Heritage Assessment Report (AHAR), (Annexure O, January 2025).
- (d) Specifically, the Panel notes:
  - the area identified as having a 'very low' PAS south of the cutting face on the Domain headland has been subject of past focused assessments. It is understood to be likely that material from this area was previously removed entirely from the site – and that the lack of material is not an indicator of the level of Aboriginal use of the land
  - the PAS considered as 'highly sensitive' for Aboriginal material is within 100–50m of the 1810–1830 shoreline, and it is understood likely that fill deposits in this area contain Aboriginal material.
- (e) The draft AHAR and 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.
- (f) The draft AHAR refers to the 'highly sensitive' PAS as being outside of the proposed impact area. However, this is not the case as the Project area is larger than the footprint of the stadium, and this area is included in land that will be used and developed as part of the Project. The main works that will occur in this 'highly sensitive' PAS, appear to include the demolition of an existing building and landscaping. The Proponent has not detailed the extent of development or site remediation works that will be required in this area. The Panel notes, however, that based on

---

<sup>22</sup> 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.

limited information available, the extent and depth of works in this area appear capable of being minimised, and will not require intervention of the scale necessary for areas where utilities and civil works associated with buildings are proposed.

(g) The Panel acknowledges and accepts the assessment of values and significance of the site and area outlined and defined in the draft AHAR (Annexure O, January 2025, pp.162–165), 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
- 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.

(h) A large amalgamated registered Aboriginal heritage site exists on the western banks of the Domain headland. The development of the northern access road, which is an essential part of the Project, will involve potentially extensive works in the area of this amalgamated heritage site. Currently, the draft AHAR does not consider this land or its values.

(i) 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.

(j) In Technical Note 7, provided for the hearing, the Proponent stated that it considers the northern access road and bus plaza to be outside the scope of the Project, however it stated they are both ‘necessary for the delivery of the Project as they are required for the operation of the stadium’.

(k) The Proponent’s proposed conditions, provided for the hearing, proposed that the solution is to require the northern access road and bus plaza to be provided prior to the use of the stadium for events, by way of condition. This defers the assessment and approval of the road and bus plaza, but realistically calls for tacit approval for those elements.

(l) The Panel considers it is required to consider the effects of the road and bus plaza as part of its integrated assessment. The consideration of Aboriginal heritage as part of the project of State significance (PoSS) process itself is important to consider the degree to which the Project may be capable of being sited to avoid significant negative effects on Aboriginal heritage and cultural values. The inclusion of Aboriginal heritage matters within the PoSS assessment is equal to an obligation

to consider relevant historic heritage matters. The fact that any permit to destroy Aboriginal heritage can only be issued under the *Aboriginal Heritage Act 1975*, does not diminish the need undertake an integrated assessment of the Project.

- (m) As outlined under ***Project scope and assessment*** of this IAR, under the SPP Act, approval is required for the declared Project, including necessary infrastructure. Consideration of the likely impacts arising from necessary parts of the Project are mandatory. These cannot be deferred for assessment in some future approval. An assessment of the access road and the impacts arising from it is required, and the failure of the Proponent to provide information relating to these matters does not excuse this requirement.
- (n) The Proponent did not provide any additional evidence or comment around the effects of the Project on Aboriginal heritage materials through representations or at the hearing. Effects on Aboriginal heritage materials was also not an issue significantly explored in public representations.
- (o) The Panel considers that it is very likely that the Project will have significant negative effects on Aboriginal heritage materials. Specifically, based on the land the Proponent has acquired for the purpose of developing the northern access road, it is highly likely the road will affect the amalgamated heritage site on the banks of the Domain headland, and it does not appear likely that the road could be designed to avoid impacts on this site due to the locational constraints and design requirements for the road.

## 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, 30 January 2025 (Annexure O, January 2025, p.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 consultations.

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) In May 2025, the Tasmanian Government proposed to introduce enabling legislation to progress the stadium (the Macquarie Point Planning Permit Bill 2025). As part of this proposal, it published a supporting report (the 'enabling legislation report'). In its enabling legislation report, the Proponent states:

The *Aboriginal Heritage Act 1975* recognises Aboriginal cultural heritage as 'any object, site, or place that bears signs of the activities of any such original inhabitants or their descendants, which is of significance to the Aboriginal people of Tasmania'. It does not, however, attempt to recognise or manage Aboriginal heritage at a landscape level. While planned reforms to the Aboriginal Heritage Act will seek to recognise significance of cultural landscapes, Proponents will not be required to manage landscape level values in the same way as physical Tasmanian Aboriginal cultural heritage.

For this reason, no specific permit conditions have been drafted in relation to cultural landscapes. Instead, it is understood that the Macquarie Point Development Corporation (MPDC) will seek to recognise the character of the landscape and any Aboriginal cultural values relating to the use of the site in spaces in and around the facility, including the proposed Aboriginal culturally informed zone.

- (d) However, comments provided by the state through the Department of State Growth on the draft Project Guidelines (comment 534), recommended that information on 'the cultural significance of known Aboriginal heritage and landscape scale Aboriginal cultural values' be specifically required by the Project Guidelines.
- (e) The Panel considers that, just as historic cultural heritage, landscape values, and visual values are important social and community issues, so too are Aboriginal cultural landscape values and associations. Consideration of all of these values is required for the Panel to comply with the Ministerial Direction for the integrated assessment of the Project.
- (f) In order to understand any effect the Project may have on Aboriginal cultural landscape values, information is needed about the characteristic attributes of the place. This encompasses people's experience of, association with, and perceptions of the place – past, present and enduring – and what the place means to people.
- (g) The Proponent's reports (Appendix HH – Pre-stadium Cultural and Landscape Values Assessment), acknowledge that an assessment of landscape character and values, and the effect the Project may have on these values, was not provided with the submitted materials.
- (h) The Proponent's reports (Appendix HH, Section 6) include the following views:
  - 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
  - there has not been an opportunity for appropriate engagement to occur
  - only Aboriginal people can truly speak to and understand the Aboriginal cultural and landscape values of this place.
- (i) Many of the observations and suggestions on how to approach and undertake landscape value assessments in the Proponent's reports (Appendix HH) appear sound and applicable to this Project.
- (j) The Panel agrees 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 make findings on this issue.

- (k) 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 (Annexure O, January 2025, p.155). This report has not been provided to the Panel.
- (l) In Technical Note 15 provided for the hearing, the Proponent submitted that 'the story of the original land and its people is being shared with the broader community through interpretation onsite' including:
- a Statement of Country, displayed online and on the site
  - a Palawa art installation onsite
  - a proposal that the original shoreline will be reflected in the Project through pebble pavers in the landscaping of the northern section of the site and within the stadium concourse through changes in colour, with associated interpretation.
- (m) In Technical Note 15, the Proponent states that consultation was undertaken with the Tasmanian Aboriginal community 'regarding the proposed Aboriginal culturally informed zone and the multipurpose stadium'.
- (n) However, the Panel notes the following:
- consultation with the Aboriginal community was initiated after the location and general site layout for the stadium had been determined by the Proponent
  - consultation with the Aboriginal community was limited to design input into a pre-determined site layout, and did not include the entire Project site (e.g. it excludes the area for the northern access road)
  - consultation was not in accordance with best practice, such as IAP2 public participation standards (acknowledged in the Proponent's reports – Appendix HH)
  - the timeframe for consultation was insufficient to result in meaningful engagement with the Aboriginal community (the timeframe for development of the plans submitted for the project of State significance (PoSS) process was set by the Proponent)
  - consultation is noted as being incomplete and ongoing by the Proponent's reports (see Appendix HH and Annexure N provided as additional information on 31 January 2025).
- (o) Representations on the draft IAR from Adjunct Associate Professor Daphne Habibis (representation 463) and Hobart City Council's Aboriginal Cultural Heritage expert (representation 336) consider that the Proponent's engagement with the Tasmanian Aboriginal community about the Project has been wholly inadequate.
- (p) Two Tasmanian Aboriginal community members provided direct feedback on the Project to the Panel at the hearing.



- (q) Professor Gregory Lehman stated in his written submission for the hearing that:

The MPDC has sought to generate a range of superficial outcomes to create an appearance of Aboriginal participation in the stadium project through a rushed process with little transparency. A Statement of Country, a Palawa artwork, and ad hoc input into the design framework of the stadium by a single individual stand in stark contrast to the accumulated engagement undertaken over seven years prior to the decision to allow a stadium to be built on the precinct. Instead, these gestures amount to what I would characterise as a typical example of what is commonly called 'Black-cladding'.

From the evidence presented by the MPDC, Aboriginal engagement and consultation has been inadequate and of poor quality.

The current objective of placing an AFL stadium at Macquarie Point offers minimal scope for a meaningful realisation of need by Aboriginal people and the broader community for reconciliation and healing, or for the celebration of Tasmanian Aboriginal cultural resilience and vitality in the face of genocidal colonial violence.

- (r) Ms Nala Mansell, on behalf of Tasmanian Aboriginal Council, stated at the hearing that:

Our organisation represents the only people with a distinct and unbroken connection to the land on which this stadium is proposed. Yet despite our long-standing claim to this site and our repeated efforts to be heard, we have been excluded from every formal decision-making process relating to this stadium.

Instead of returning land, the government is proposing to build a billion-dollar stadium, a project that will not just dominate the Nipaluna skyline but further erase the opportunity for Aboriginal land justice in the heart of the city.

Macquarie Point is not a blank canvas as it's been described. It's a part of a living Aboriginal cultural landscape that holds generations of stories, history and trauma. It's one of the few remaining spaces in this capital city where a real act of restitution could take place.

- (s) The Panel acknowledges these views of Tasmanian Aboriginal community members. The Panel considers consultation with the Aboriginal community has been wholly insufficient to meaningfully understand Aboriginal connections to place and landscape and associated values. The Proponent's constrained approach to consultation and its imposed time limitations demonstrate that genuine consultation with the Tasmanian Aboriginal community has not been a priority for the Project, nor has it occurred. No evidence has been provided that persuades the Panel that the Project properly acknowledges, respects, reflects, or celebrates Aboriginal cultural associations and values.

## 6.0 Land use compatibility

### 6.1 Port of Hobart

- (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 No. 2 and No. 3 as the primary cruise berths, 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
  - providing a safe pedestrian pathway for visitors through Franklin Wharf – which is closed to through traffic during the cruise ship season, when vessels are in port.
- (c) The current traffic and parking arrangements for coaches and other vehicles to pick up and drop off cruise ship passengers adjacent to or nearby the cruise terminal is likely to be either limited or not practicable during peak pedestrian movement periods associated with events at the stadium. This will affect both businesses providing coach and touring services and visitors to Tasmania.
- (d) The Summary Report provided by the Proponent (p.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
  - there is a need for future traffic management plans to address the needs of cruise ships, TasPort's tenants, and the stadium.
- (e) In its representation on the draft IAR (representation number 474), the Proponent acknowledged that the Project has the potential to have effects (both negative and positive) on surrounding areas and users, including the Port of Hobart. The Proponent stated the impacts can be 'largely managed, mitigated, and offset' through a tailored management plan in consultation with TasPorts and cruise ship operators.

- (f) At the hearing, the Proponent's transport expert, Mr Graeme Steverson, stated that cruise ship operators cannot schedule visits to avoid events at the stadium. Mr Steverson also stated that scheduling for AFL games is controlled by broadcast slots and the AFL, and concert scheduling is controlled by promoters. Mr Steverson suggested it could be requested that particular AFL games are moved (for example, to Launceston or to a different timeslot) to avoid clashes with cruise ship operations, however this would be determined by the AFL. Mr Steverson considered the impact on movements from cruise ships will be minimised, as the timing of ships leaving (6.00 pm, with passengers on board by 5.00 pm) generally means that the cruise ship activity will occur before activity intensifies for AFL games at the stadium.
- (g) The Panel notes that, while timing differentials may at times assist with minimising conflict with cruise ship activities and some stadium events, the timetabling of major events and Port activities do not appear to be sufficiently flexible to be effective in avoiding all conflicts. It is not likely the stadium operator would forgo major events at the stadium to avoid scheduling conflicts with surrounding activities, and therefore it is expected there will be a degree of inconvenience to Port activities, although the magnitude and frequency of this is uncertain.
- (h) As proposed, the operation of the stadium will 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 will need to be managed, there is no basis for the Panel to assess whether suitable access can be ensured, based on the information provided, particularly as there are factors outside of the control of the stadium operator.
- (i) Evans Street, from Macquarie Street to the Port of Hobart, forms part of Tasmania's designated National Land Transport Network, which is designed and managed to ensure key intermodal and export points are connected to a safe and efficient freight network. To provide logistical flexibility, land-based road freight – incorporating over-mass and over-sized vehicles – should have unrestricted access to Tasmania's ports.
- (j) At the hearing, Mr Steverson, for the Proponent, stated that during major events, Evans Street will be closed, but with restricted access to local traffic. Mr Steverson stated that Port access will still need to be accommodated, but only at low volumes and with security clearance, and that the majority of traffic to the Port will come through the northern access road. The Proponent's closing submission for the hearing, however, stated, 'Evans Street will be unavailable from time to time for Port traffic'. This is classified in the Proponent's closing submission as a 'minor/manageable disbenefit'. The Panel considers it is likely there will be periods of time (particularly immediately following an event, and in an emergency scenario), where no traffic could realistically enter or exit the Port through Evans Street.

- (k) A northern access road will be required for the Port of Hobart, including Australian Antarctic Division shipping activities, to operate effectively.
- (l) The Proponent's 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.
- (m) The use of the northern access road will not eliminate the need for Evans Street to be used for freight associated with the 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).
- (n) 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 the McVilly Drive intersection to enable use by over height vehicles is not an option it is considering, and that Evans Street will be used to provide access for these vehicles. As such, any times where Evans Street is completely closed to Port traffic will likely have an impact on Port operations, although the Panel has no evidence to assess the magnitude of this impact.
- (o) 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, p.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 (refer to topic **1.0 Economic and social effects** of this IAR).

## 6.2 Tasmanian Symphony Orchestra (TSO) and Concert Hall

- (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 is 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) Based on distance, elevation, and siting, the Panel accepts the proposition outlined by the Proponent that the level of noise will be significantly lower at the ABC Broadcast Centre, compared to the Federation Concert Hall.
- (d) In the draft IAR, the Panel considered that the construction and operation of the stadium will result in sound that may affect the Federation Concert Hall, and specifically the operation of the Tasmanian Symphony Orchestra (TSO) that uses the facilities for a wide range of purposes.
- (e) In its representation on the draft IAR, the TSO submitted that, 'the impacts of the stadium on the TSO are more material during the stadium's construction. The orchestra's activities will also be adversely affected during stadium operations without appropriate mitigations at the outset'.
- (f) The TSO commissioned a noise expert to undertake a preliminary assessment of noise and vibration on various recording and performance scenarios. The TSO considered the most at-risk activities were broadcast, recording, streaming and video-on-demand business, which hinge on sensitivity of hi-tech recording engineering and integrity of the recording environment. The TSO considered this risks exports, live audience retention, growth, revenue, and the TSO's overall financial position, and will mean it will have to temporarily relocate.
- (g) In order to minimise the disruptive impact of stadium construction and operation, the TSO considered the following measures will need to be taken:
  - **engineering controls:** installation of sound absorptive materials, upgrading of mechanical building services systems and sound lock doors, temporary relocation of some activities, establishing mitigation management capability
  - **management controls:** completion of a Preliminary Construction Noise and Vibration Impact Assessment, inclusion of a detailed Noise and Vibration Management Plan in construction contracts, ongoing operational controls set by permit conditions

- **legislative controls:** adopt provisions under the *Environmental Management and Pollution Control Act 1994* to enforce conditions.
- (h) The TSO submitted in its representation that the total cost of measures necessary to sufficiently protect the TSO was \$4.45 million.
- (i) Through the hearing process, the Proponent advised that it had separately discussed mitigation measures with the TSO. The Proponent advised these discussions had resulted in an in-principle agreement to a payment by the Proponent to the TSO of \$4.45 million to invest in acoustic improvements and mitigations.
- (j) The details of the agreed measures, and whether they will be sufficient to mitigate all the potential issues for the TSO and the Federation Concert Hall itself, were not the subject of evidence at the hearing. The Proponent stated a formal agreement will be entered into, binding the Crown, the TSO, the Macquarie Point Development Corporation, and Stadiums Tasmania. The TSO advised at the hearing it was content with what was proposed (the detail of which has not been provided to the Panel).
- (k) The Panel considers that this agreement between the TSO and the Proponent appears to satisfactorily resolve the TSO's concerns. As the details of the agreement were not discussed, the Panel does not have information to conclude that any acoustic effects on the Federation Concert Hall and other potential users of that space are resolved. However, the Panel notes the agreement relates to measures to improve acoustic protection of the building, and considers that if the results of those measures successfully mitigate the issues for TSO, they are likely to also mitigate potential noise issues for any other sensitive users of the Federation Concert Hall. The Panel does note that the agreement with the TSO adds to the cost of the Project, and this is not taken into account in topic **1.0 Net social benefit or cost of the Project** of this IAR.

### 6.3 Upper Queens Domain

- (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 topic **7.0 Transport and movement** of this IAR, it is expected that a greater proportion of people will 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, p.2), it is expected that it will be a popular location for drivers seeking parking on event days.
- (d) Parking pressure on the Queens Domain on event days will be likely to significantly affect parking availability for other formal activities such as those at 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. Peak visitation times for the botanical gardens are likely to be outside most stadium event times, except for afternoon weekend events. Proposed use of the Queens Domain as a space for event bus layover and private coach pick up/drop off, as well as the generally high level of demand for commuter parking, will exacerbate the pressure on the Queens Domain.
- (e) 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 5.30 am to 9:00 pm and weekends 8:00 am to 6:00 pm). 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 about how this could be achieved and whether it will be 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 will be a high likelihood of stadium events occurring.
- (h) The Proponent's reports state that the Domain area is 'not recommended to support stadium parking' (Appendix N, p.47).



However, Hobart City Council, which will 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 benefits associated with 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 will require active management. It is important that the needs of the Aquatic Centre and its patrons will not be impacted by parking demands associated with the stadium. Parking for scheduled major events and community events and activities in the Queens Domain area should also be protected and prioritised.
- (j) 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, p.5). There are, however, no details as to how this could be achieved to ensure people seeking to park at the Aquatic Centre, or at another facility associated with an event, are not using that parking for stadium events.
- (k) The Proponent did not present any new information or evidence relating to potential effects or management solutions for land use impacts in the Queens Domain area through the representation or hearing process. The Proponent's representation on the draft IAR (representation 474) reiterated:

There may be some overlap in demand for car spaces within Queens Domain for existing activities within the area and events at the stadium. However, Queens Domain is not identified to support stadium parking. Management measures can be used to ensure parking restrictions are satisfied.
- (l) While the Queens Domain may not be 'identified' to support stadium parking, the natural consequence of parking demand, proximity and behavioural norms, is that it will be used for this purpose. Patrons of stadium events will likely view parking in the area as highly desirable.
- (m) In its representation on the draft IAR (representation 336), the Hobart City Council acknowledged challenges around parking management in the Queens Domain area, but stated:

The city regularly hosts simultaneous events, and with careful integrated transport and event planning, believes that scalable event management plans can be developed to manage the requirements for patrons and the public transport network to ensure existing users of the Domain can maintain access and egress.

The Panel agrees management solutions will likely be capable of ensuring other users of the Queens Domain are accommodated. In

order to be effective, any solutions will need to be constantly and actively managed and enforced. This will result in increased costs, and impacts on the parking enforcement agency (noting it is not clear whether this will be Hobart City Council, or another agency/operator).

## 6.4 Other use and activity in the surrounding area

- (a) The proposed stadium will 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) 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 will require Evans Street and Hunter Street to be closed for general traffic. It is unclear the degree to which other roads will require some temporary closures during construction.
- (d) There are vehicular entries to Sullivans Cove Apartments, Zero Davey and the Henry Jones Art Hotel that are accessed directly from Evans Street. MACq 01 and the Henry Jones Art Hotel have dedicated parking in front of the buildings and 24/7 valet services. Road closures will likely affect convenient access to uses in Evans and Hunter Streets. In its closing statement for the hearing, the Proponent stated:

Traffic and access on the network can be managed throughout the construction phase with the expectation there will be some disruption to local traffic flows from time to time.

Traffic and access on the network can be adequately managed during events noting there will be adaptive responses required for bus routes and schedules and potential local road closures or lane narrowing during events as occurs typically at major stadiums in most cities.

The Proponent has not provided specific details of road closure duration, capacity for local access, or proposed management arrangements. In its representation on the draft IAR (representation 474), the Proponent suggested these issues will be managed in accordance with management plans to be prepared after any planning approval.

- (e) At the hearing, the Proponent's transport expert, Mr Graeme Steverson, noted there are existing events that affect access to local roads in the area, and that it is not an uncontrolled area with constant free access. In its representation on the draft IAR (representation 474), the Proponent acknowledged the Project has the potential to have effects (both positive and negative) on the operation of surrounding uses. The Proponent considers these can be largely managed, mitigated, and offset in the ways submitted in its original submission.
- (f) At the hearing, Mr Steverson, for the Proponent, stated there will be times where service vehicles to surrounding businesses will not be permitted, and these will need to be scheduled within specific windows of time or potentially re-routed. It is unclear to what degree visitors to surrounding hotels such as Macq 01 and the Henry Jones Art Hotel will

also need to schedule vehicular access to and from their accommodation.

- (g) At the hearing, Mr Steverson, for the Proponent, stated that the duration of Hunter Street closures will depend on the nature of the event. Mr Steverson suggested that:
- in the first instance, closures will be based on pedestrian safety, and then for a further period of time based on pedestrian amenity
  - the timing of reopening the street could be adjusted depending on the time of day and sensitivity for businesses (such as peak arrival for visitors)
  - vehicle restrictions will be removed as quickly as possible, and could result in rolling road closures
  - permitted access could be facilitated so it is known in advance and surrounding businesses have confidence about access.
- (h) It appears likely that core local access could be accommodated most of the time through active management of Evans and Hunter Streets. However, there is likely to be a period following a major event during peak pedestrian movement where no vehicular access through Evans or Hunter Streets is practicable. While some access impacts will be able to be managed and minimised, the Panel considers there will be an effect on the convenience of access to surrounding users and businesses. Given the detail available to the Panel, the magnitude and frequency of effects is uncertain.
- (i) The operation of the stadium will increase pressure on parking in the immediate vicinity, and potentially loss of access to some parking spaces for periods of time. There is already significant pressure on parking spaces on and near the waterfront for existing businesses. Increased pressure on parking spaces due to stadium events may affect patronage to other businesses in the area.
- (j) In its representation on the draft IAR (representation 474), the Proponent states that the benefits from the Project should be considered, including, 'increased patronage at businesses surrounding the Project site once the stadium is operational'.
- (k) The Panel considers that for some businesses, lack of convenient parking outside their venue may be offset or outweighed by increased pedestrian traffic. This is likely to increase benefits for businesses that can absorb a high volume of patrons and that are likely to be attractive to passing pedestrians, particularly bars and pubs in walking distance of the stadium.
- (l) In its representation on the draft IAR (representation 862), Federal Group submitted that many businesses (particularly noting those dependent on discretionary high-value spending) rely not just on foot traffic but on convenient, predictable access. Federal Group

considers the reduced certainty of access and parking will have a negative impact on some businesses. Federal Group considers this could lead to 'anticipatory avoidance' where patrons and visitors modify movement patterns not just when events are on, but to avoid the possibility of disruption based on their general perception of ease of access to an area.

- (m) At the hearing, Mr Steverson, for the Proponent, suggested ride share services and taxis will likely be prevented from dropping off and picking up passengers within a certain distance of the stadium (geoblocking). While this may mitigate some traffic concerns, this may have an impact on patronage to businesses located within the geoblocked area, particularly those that will not benefit directly from patrons attending the stadium.
- (n) Overall, the Panel considers some individual businesses will likely benefit from increased activity generated around the stadium, but others will likely be negatively impacted. It is not possible to quantify this.
- (o) There are a number of noise sensitive receivers 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.
- (p) Section **8.4 Noise** of this 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 will be extensive, and the bulk excavation and piling stage is expected to have a particularly high level of noise impact. In its proposed conditions submitted for the hearing, the Proponent suggests construction activities will generally occur between 7.00 am and 6.00 pm Monday to Friday and 8.00 am to 6.00 pm on weekends. This is likely to be significantly disruptive to accommodation users closest to the site. Early morning noise will likely affect sleep, including for those on holiday and people working shift work. It is likely that occupancy rates for the hotels and apartments closest to the site will be significantly impacted by the construction stage, and this will have a material detrimental effect on those businesses.
- (q) The Panel considers noise from events held at the stadium will likely cause some level of nuisance to users closest to the stadium. People have variable patterns of sleep, including shift workers, and people recovering in hospitals, and this can exacerbate people's experience of noise nuisance. Intermittent and tonal noises are more likely to be disturbing than surrounding background traffic noise. For the hotels and apartments on Evans and Hunter Streets in particular, guests not connected to events at the stadium will be impacted. This impact includes noise generated by a large volume of pedestrians leaving the

stadium after an event. This impact may be offset by demand for those accommodation providers by patrons of the events themselves, although the proximity of the stadium could affect general demand from visitors concerned by potential noise from the stadium. Other hotels and accommodation within walking distance of the stadium, but not as directly affected by noise, will likely have an overall benefit from increased visitation due to events at the stadium.

- (r) 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, it is likely that daytime construction noise will significantly affect educational activities, particularly at UTAS given its proximity to the stadium building.
- (s) There are a number of other established events that occur close to the proposed stadium, such as the Taste of Summer, Dark Mofo, Salamanca markets, the Wooden Boat Festival, Sydney–Hobart yacht race, and events on the Regatta Grounds. In its representation on the draft IAR (representation 336), the Hobart City Council states:

As established through the city's busy events calendar, the ability of the city and Sullivans Cove to accommodate multiple events simultaneously is well established.

The Panel accepts this view, but notes that multiple events occurring at the same time risks exacerbating a range of the stadium's effects, including parking, traffic and pedestrian issues, particularly due to the nature of stadium patrons leaving *en masse* after an event.

## 7.0 Transport and movement

### 7.1 Transport planning and strategies

- (a) The proposed location of the stadium provides a range of transport and access opportunities and challenges.
- (b) At a general level, the location of the stadium within easy walking distance of Hobart's central area and waterfront means that stadium patrons will have good access to a large supply of visitor accommodation, as well as a diverse range of social and cultural activities.
- (c) The transport system of greater Hobart is very reliant on the efficient use of the three major State roads that converge at the specific location proposed for the stadium (Davey/Macquarie Streets, Brooker Avenue and Tasman Highway). These roads create a physical barrier and are not conducive to high levels of pedestrian use. The road network has very limited resilience, so small disruptions on these roads can quickly lead to widespread congestion and gridlock.
- (d) The timing of major events that are proposed at the stadium means that there is a very large supply of low or no-cost on-street and off-street car parking within walking distance of the proposed stadium. The timing of proposed events together with the peak travel needs of patrons means that the regular metro bus services will generally not be available to cater for peak passenger demand for stadium patrons.
- (e) While representors and expert witnesses at the hearing referred to transport and movement issues being comparable to stadiums at Gold Coast, Sydney, Brisbane, Perth, and Adelaide, the Panel considers that the none of those cities or stadiums share the core transport characteristics of this Project.
- (f) Through the public hearing process and in its enabling legislation report, the Proponent provided information that clarified and updated the status of a range of transport planning work relating to the Project. While this work was referred to, the outcome was not provided as evidence.
- (g) There is further work being completed on a number of key elements. The Proponent is undertaking site investigation and concept designs for both the northern access road and the bus plaza. The Proponent recognises that both the road and the plaza are necessary for the operation of the stadium. At the time of the hearing, design options for the bus plaza were being considered for several locations. Information about options was not provided to the Panel.
- (h) The Proponent is aiming to use a park and ride system on three key routes for the provision of event buses, and further work is being done on how this may be delivered.



- (i) The Proponent's enabling legislation report stated that to deliver 80 new buses to the existing fleet, the Department of State Growth (State Growth) is developing a fleet strategy which will confirm the fleet requirements across general access and school buses that would deliver regular services, as well as be able to support the 'surge buses' required to support events in time for the operational phase of the stadium.
- (j) The Proponent has recognised that further work by State Growth is required on the provision of park and ride facilities to support event buses, and there is an acknowledgement that existing park and ride facilities may be either too small or not available to cater for peak demand for events.
- (k) The enabling legislation report recognised that pedestrian infrastructure improvements will be required across the waterfront area to improve pathway widths and to remove trip hazards. The Proponent and the Hobart City Council will assess a range of other pedestrian infrastructure initiatives, including a bridge overpass to Collins Street, to determine what pedestrian infrastructure upgrades will be required.
- (l) Given the nature and significance of the transport planning work that may occur, the Panel believe some of the assumptions underpinning analysis need to be reviewed to ensure that any future transport that may occur is not skewed in a manner that underestimates transport challenges.
- (m) In summary, the Panel considers that the number and proportion of:
  - people that only walk to the stadium are likely to be lower than the current base assumption
  - people that travel to and from the stadium by the mass passenger transport, including event bus services, are likely to be lower than the current base assumption
  - people that travel to the stadium locality by car are likely to be greater than the current base assumption
  - post-event pedestrian movements leaving the stadium via Evans Street and Franklin Wharf routes are likely to be greater than the current base assumption.
- (n) It is good practice to enable a high level of accessibility to public transport. The Panel supports the provision of mass passenger transport services that cater for people's diverse travel needs. It is noted that significant analysis, time and cost will be required to enable this.
- (o) The Panel agrees with the position outlined in the Proponent's general submission for the hearing that an optimal non-car mode share does not need to be established for the transport effects arising from the Project to be considered acceptable.

- (p) The transport studies prepared by the Proponent, which inform the Panel's assessment of effects, did not include some of the transport scenarios outlined in the Project Guidelines, and generally incorporated a level of optimism bias. The Proponent's transport studies do not quantify or articulate the cost and time implications associated with achieving the desired transport scenarios.

## 7.2 Post-event pedestrian movement

- (a) Through the representations that were received on the Project, some representors felt that many events with large crowds occur on Hobart Waterfront, and that there were few major pedestrian or traffic concerns with these events. Many of the events referred to by representors occur at either Princes Wharf or Salamanca Place, and involve pedestrian movements to and from those locations over an extended period of time (e.g. the Wooden Boat Festival is held over three days from mid-morning to late afternoon). It is noted that those areas are physically distanced from major roads. The proposed location of the stadium is very near to and constrained by major roads, and the nature of the events that it will house will generally have a set finishing time. As such, the associated intensity of pedestrian movements as patrons leave the site at the conclusion of events means that many of the pedestrian and traffic-related issues associated with the stadium will be unique to that location and those activities in the Hobart context, and not readily comparable to the experience at other places in the city.
- (b) The reliance on two primary pedestrian routes, being Davey Street and Franklin Wharf, for peak post-event pedestrian movement will result in:
  - localised congestion/queuing/crowding
  - a significant proportion of people not being able to follow routes that would take them in a reasonably direct path to their destination
  - low levels of pedestrian convenience and comfort on some key pedestrian routes following high-capacity events.
- (c) From the evidence provided by the Proponent through the hearing process, the Panel is satisfied that an acceptable level of public safety for pedestrians could be achieved during post-event periods through intensive, coordinated management by event promoters and Tasmanian Government agencies. Specifically, the evidence of the Proponent's transport expert, Mr Graeme Steverson, outlined that key actions to achieve safe pedestrian movement will require:
  - a police presence at key road crossings to manage pedestrian flows and vehicular traffic
  - temporary barriers along the Tasman Highway and Davey Street that prevent pedestrians crossing roads
  - a widespread program and roll-out of urban upgrades to remove trip hazards and other obstacles from key pathways and surfaces used by pedestrians
  - some local road closures.
- (d) The Panel agrees with Mr Steverson that there are limited opportunities to increase the width of existing pedestrian routes, and that the changes required are likely to involve the removal of a bus parking bay

on Davey Street and the short-term removal of temporary parking spaces at several locations across the waterfront.

- (e) While the footpaths in areas close to the proposed stadium may be suitable for low density pedestrian use, post-event pedestrian movements are likely to be significantly more crowded. Consequently, footpath hazards such as changes in levels, gravel, or cracks will be less visible and the risk of falls from even minor irregularities will be significantly greater.
- (f) At the hearing, the Manager of Transport at the City of Hobart described the work undertaken across the Salamanca Place precinct to remove trips hazards and generally create a flatter and smoother surface for pedestrians as an example of the type of work that is likely to be needed across the streets close to the stadium. The Panel agrees that a widespread program of pedestrian improvements that provide for the removal of trip hazards and gives a continuous flat surface that caters to the density of pedestrian use that is anticipated will be necessary.
- (g) 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<sup>23</sup> ferries, if established) will be towards Davey Street and Franklin Wharf, commencing from the stadium and travelling south and west towards Salamanca and the city.
- (h) These routes will 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.
- (i) The existing pathway adjacent to Davey Street and the signalised street crossings in the area south of the stadium have not been designed for and lack sufficient space to enable modifications that will cater for direct and convenient flow of post-event pedestrian crowds of the projected size.
- (j) At the hearing, Mr Steverson, for the Proponent, outlined that pedestrians who were concerned about the queues and congestion associated with the Davey Street route could instead choose to use the potentially longer Franklin Wharf route that could provide a more free-flowing walk to destinations. The Panel concurs with the evidence provided by Mr Steverson on this matter.
- (k) The Panel notes that post-event pedestrian movements may include a range of non-direct, lengthier, but free-flowing routes that avoid congestion/queuing. For example, for people exiting Gate 3, the approximate distance to the Argyle St car park is:

---

<sup>23</sup> It is noted that 'Regatta Point' is not a formal geographical name, but is colloquially used to refer to the area where vessels are launched for the Royal Hobart Regatta.

- 1.4 km for a route via Evans Street/Franklin Wharf
  - 1.1km for a route via the Bridge of Remembrance.
- (l) Over time, it is likely that regular stadium patrons will modify their travel behaviour in ways that diminish the level and duration of pedestrian congestion. For example, people may choose to leave early or stay longer at the stadium, park in different locations, or use the proposed event bus service to better suit their individual travel needs and preferences.
- (m) 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 during consultation associated with the preparation of the draft IAR, Department of State Growth officers advised that the temporary closure of lanes on Davey Street would not be considered suitable and that this was consistent with the evidence provided by Mr Steverson, for the Proponent, at the hearing.
- (n) The Panel acknowledges the representation on the draft IAR from Hobart City Council which states that the provision of a pedestrian bridge from the stadium to Collins Street would reduce the number of pedestrians crossing state roads with a high volume of traffic, and would provide a more continuous route for people moving to the CBD. However, the Panel does not concur with the Hobart City Council's view that a Collins Street bridge is a necessary requirement for the safe movement of pedestrians from the stadium to the CBD.
- (o) The information provided by the Proponent, including in the evidence of Mr Steverson for the hearing, and the enabling legislation report, outlines the necessary actions to cater for safe post-event movement. The Panel considers that achieving this outcome will be a critical element of the Project. This will include active crowd management, policing of traffic at key intersections, use of temporary barriers, design and works that create a smooth, continuous, trip free pedestrian surface and localised footpath widening. Specifically, the Panel considers that the creation of a safe pedestrian environment cannot be achieved by management actions alone and that infrastructure improvements will be needed to be carried out on land owned and managed by the Hobart City Council and TasPorts, as well as the Tasmanian Government.
- (p) While the evidence provided by Proponent and its experts describes pedestrian infrastructure improvements as being necessary for the safe and effective operation of the stadium, this work is not part of the Proponent's proposed stadium Project. The permit conditions put forward by the Proponent provide for this work to occur as part of the delivery of an Operation Transport Management Plan. The Panel is concerned that the proposed conditions do not actually require necessary pedestrian improvements to be carried out.

- (q) The Panel notes that the enabling legislation report identifies:
- a range of potential major pedestrian infrastructure improvements such as a pedestrian overpass bridge to Collins Street
  - local pedestrian improvements that will need to be in place prior to the stadium opening.
- (r) The report states:
- These initiatives will be evaluated with both the Department of State Growth and the HCC for their potential to better disperse pedestrians before and after events, and what upgrades to road, bridge and footpath infrastructure in these areas may be required (Enabling Legislation Report, May 2025, p.102).
- (s) The Panel has not included the costs of this work in its capital cost estimates in topic **1.0 Net social benefit or cost of the Project** of this IAR, because they are not known. The Panel considers it is desirable that pedestrian planning for the stadium should be linked to opportunities that improve pedestrian outcomes for the city more broadly to achieve an integrated and enduring outcome. Consideration should be given to options identified that could improve workability of the stadium proposal and also enhance outcomes for Hobart as a whole.

### 7.3 Mass passenger transport services and facilities

- (a) The Panel notes the Proponent's transport strategy for the Project has a mode share target for non-car based access to the stadium of 60%. This includes over one-third of patrons travelling to the stadium using mass/public transport services.
- (b) A proposal to create an event bus service for major events at the stadium is a significant component of achieving the aspirational mode share target.
- (c) In its representation on the draft IAR (representation 474), the Proponent states that the suitability of the Project is not dependant on the targets for passenger transport or event bus patronage being achieved. The Panel agrees with this statement. As recognised by the Proponent in its enabling legislation report, the challenge is to maximise accessibility to the stadium for Tasmania's local, regional and broader communities. The Panel notes another aspect of the challenge is to minimise disruption and other negative impacts on the city as a result of transport needs associated with the stadium.
- (d) The event bus service concept is based on the establishment of park and ride bus stops and high-frequency bus services focused on three catchments outside of the City of Hobart. The core routes and park and ride locations outlined in the indicative plans for the service are:
  - North: Claremont and Wilkinson's Point
  - South: Huntingfield and Kingston
  - East: Geilston Bay and Rosny.
- (e) The nature of the passenger transport task and challenge is demonstrated by comparing transport patterns across greater Hobart, excluding the City of Hobart area, for people traveling to central Hobart for work in comparison to people from the same area traveling to the stadium.

In 2021 Australian Bureau of Statistics (ABS) Census data provided in the Proponent's reports (Appendix N – Transport Report) it is notable that:

- In 2021, 16% of people travelling to central Hobart for work used public transport. The strategy for the stadium aims for mass transport services to be used by 47% of patrons traveling to the stadium. Of this, 80% of those patrons/mass transport passengers would need to be using the event bus service.
- In 2021, 81% of people travelled to central Hobart by car for their journey to work. The strategy for the stadium aims for a maximum of 40% of patrons to travel by car.



- (f) In its enabling legislation report, the Proponent has stated it appreciates the challenge associated with its transport objectives for the stadium and intends that services 'are high quality and frequent with on-road priority, providing access in all directions, and fares/tickets are included in event tickets'.
- (g) Many other Australian states that provide an event bus/shuttle bus service do so using a backup bus fleet, and services are coordinated to ensure alignment with its rail network. This is not available in Tasmania, and a substantial increase in the bus fleet will be required. The Proponent recognises this, and its enabling legislation report in part states:

To deliver an injection of 80 new buses to the fleet, State Growth is developing a fleet strategy which will confirm the fleet requirement across general access and school buses that would deliver regular services, as well as be able to support the 'surge buses' required to support events in time for the operational phase of the stadium.

- (h) Providing a network of park and ride facilities to offer a seamless service for event bus users will be a significant task. Where existing suburban areas are proposed to be used rather than establishing dedicated park and ride facilities, there will be a need to ensure that parking used for stadium purposes does not displace parking needed by local communities to access services. The Proponent's enabling legislation report in part states:

Further work is required on the proposed arrangements for access to event buses via drop off or walk up to park and ride facilities. While it is acknowledged that park and rides will experience contested use with commuters on weekdays, even at other times, the facilities are likely to be too small to support the number of patrons needing to move by event bus services. Accordingly, event bus services will need to be planned to make use of parking in surrounding suburbs and to support dispersion of patrons to suburban bus interchanges where regular public transport can be accessed.

- (i) The draft IAR raised a range of issues related to the design of the proposed bus plaza and its capacity to provide a suitable and effective service. During the public hearing, the Proponent advised that the Department of State Growth (State Growth) was considering a range of design options for the bus plaza at locations within, and within close proximity to, the stadium site. The Panel was provided with a draft 'framework of principles' that State Growth is using for the design and re-siting of the bus plaza. These principles are consistent with the enabling legislation report which states:

The bus plaza needs to provide passenger amenity and safety in the form of shelter and lighting, adequate waiting space, and wayfinding that supports the safe movement of patrons to and from the stadium and the bus plaza. Adequate pedestrian access (footpath width and grade) to the event bus plaza and wayfinding is critical to support the

safe movement of passengers and also ensure efficient boarding of passengers and throughput of buses.

- (j) The Proponent has responded to many of the matters raised in the draft IAR and outlined the extent of work it has planned to achieve its objectives for the stadium. The information provided to the Panel on mass passenger transport, event buses and their capacity for use, is however, largely conceptual and aspirational.
- (k) The Panel does not have qualitative or quantitative evidence that the provision of the event bus service, with establishment of park and ride facilities and supported by an event travel plan and behavioural campaign, will provide a service that will have sufficient capacity or accessibility to reasonably support the level of travel behaviour change envisaged.
- (l) The local, regional and broader Tasmanian communities that use the stadium will need to have real, accessible, high-quality options before they can realistically be expected to change modes. Consequently, service and infrastructure investment, service design and genuine accessibility improvements that align with people's actual needs are the core structural elements associated with improving travel outcomes for stadium users.
- (m) The Panel considers it is desirable that any mass/public transport services that are provided for the stadium should be linked to opportunities that improve accessibility, travel choice, amenity and sustainable transport outcomes for the city.

## 7.4 Private car use and parking

- (a) The majority of the proposed major events at the stadium will occur over a 2–3 hour period and are outside, or on the shoulder of, the core weekday working/business hours. Over these periods, there will be a very large supply of off-street/multi-storey and on-street parking that will be available at no or low cost within 15–20 minutes walking distance of the stadium. The information provided by the Proponent demonstrates that key roads used for travel to and from the stadium will generally have a lower level of congestion in comparison to peak commuter periods.
- (b) If patrons believe that use of a car best suits their specific access needs, a decision to drive, park, and walk to the stadium will not be determined by a lack of car parking opportunities.
- (c) The Panel considers it is likely there will be more stadium event patrons completing their journey by private vehicle use and parking than suggested by the Proponent in its modelling.
- (d) 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 restrict non-resident parking in these locations. The most affected area is likely to be the Glebe, but other areas such as the northern section of Battery Point may also be affected.
- (e) 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 'onsite' car parking for patrons which is close to the proposed stadium and is likely to be used by stadium patrons. The representation on the Project from the Hobart City Council (Representation 336) outlined that new management measures will be required at some of these facilities to ensure that users continue to have access to dedicated parking areas (refer to section **6.3 Upper Queens Domain** of this IAR).
- (f) Hobart City Council's representation on the draft IAR (representation 336) in part states:

The off and on-street carparking located on the Queens Domain will be sought after by patrons of events at the proposed stadium, and with high quality pedestrian connections in place to cross the Tasman Highway this parking may be suitable and appropriate for patron use.
- (g) The Project now includes a two-level underground carpark with a total of 374 parking spaces. The Proponent has proposed that 300 car parking spaces in the underground car park will be made available to 'corporate' patrons during AFL games. At the hearing, the CEO of Stadiums Tasmania, Mr James Avery, outlined that it was anticipated that the carpark will be used for a variety of events and it was possible that Stadiums Tasmania will operate the carpark, but that a decision on its operation had not yet been made.

- (h) The Proponent's report (Appendix N – Transport Study, p.62) describes the location and planning of car based drop off/pick up services as:

Taxi and ride share will be accessed from the Hobart CBD, a short walk from the stadium precinct. There are existing taxi ranks on Collins Street, Castray Esplanade, and Morrison Street. Dedicated areas for public access to taxi and ride share will not be provided within the stadium precinct.
- (i) The Panel considers that an actively managed and implemented plan for the use of taxi/ride share services will be required. The Panel supports the views expressed by Mr Steverson during that hearing, who stated that taxi/ride share services 'are one of the most challenging things to deal with during events'.
- (j) Without active management and effective enforcement, post-event ride share service may dominate the local the network, with expected circling at low speeds or stopping in traffic lanes while drivers look or wait for customers. This could in turn lead to risky behaviour by pedestrians, localised congestion, and generally result in chaotic perception. There are a variety of techniques that could be used to ameliorate these issues, including 'geoblocking' as referenced at the hearing by Mr Steverson, but these solutions will need to be coordinated with Tasmanian Government agencies, surrounding businesses, and the general public, and in consideration of their broader needs.

## 7.5 Transport system effects

- (a) The transport modelling provided by the Proponent to assess network congestion contains a range of assumptions that are likely to underestimate the actual level of car use for major events. To some degree, this is compensated for because the modelling assumes that travel to the stadium will be occurring at the same time as peak weekday afternoon traffic which is unlikely. Consequently, it is considered by the Panel that the congestion information provided by the Proponent is an outline of general patterns and risks, rather than an accurate description of predicted congestion effects and consequences for specific scenarios.
- (b) 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 and gridlock 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 intensive surge increases in traffic volume on the network will make 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.
- (c) Some background transport movements on the Hobart network are already close to being fully constrained due to transport network congestion or demand exceeding supply. The Proponent's Reports (Appendix N – Transport Study, p.148) state that in 2030, key corridors including:
  - ...the Tasman Bridge, sections of the Brooker Highway, and Macquarie and Davey Streets are expected to exceed capacity in both the peak periods. As a result, the Hobart road network may be susceptible to traffic incidents and significant spikes in demand.
- (d) Further congestion from stadium traffic at these locations could cause gridlock at city hotspots and create shockwaves throughout the Greater Hobart traffic network into the neighbouring areas of Clarence, Glenorchy and Kingborough.
- (e) The level and duration of congestion that will occur will in part be determined by the starting and finishing times of events, and how this relates to normal use of the road network. The fixture for many of the events planned for the stadium will be primarily driven by optimal broadcast timeframes. For example, the 2024–25 fixture for the nine WBBL/BBL games at Ninja Stadium (Bellerive Oval) has the majority of games commencing at 7.15 pm. Generally, the majority of weekday events at the stadium may be expected to occur on the shoulder of the afternoon peak traffic periods across key parts of the network.

- (f) The Panel considers that even with substantial network operation changes (including police management, traffic signal retiming, and tidal flow lane operations on the Tasman Bridge altered) traffic network use generated by planned events at the stadium will lead to an increase in congestion on roads leading to the stadium and surrounding the CBD. The Panel acknowledges that the congestion associated with the events at the stadium is temporary. However, this congestion will reduce the resilience of the road network to respond to unplanned incidents.

## 7.6 Emergency evacuation

- (a) The capacity for the area surrounding the stadium building to provide a 'place of safety' under emergency evacuation scenarios is an important issue. A place of safety means a place that people can move to and assemble, where they are no longer exposed to hazards, including from vehicles and crowd surges. The provision of a 'place of safety' includes ensuring that pathways that provide access to such a place are unobstructed and without trip hazards.
- (b) In the Proponent's Technical Note 13, provided for the hearing, 'places of safety' were described as including Evans Street, Hunter Street and Cenotaph Hill.
- (c) Information about the pathways and storage areas associated with people accessing and using these safe places was not provided in the static diagrams provided by the Proponent. It is unclear how large quantities of people will move beyond the site to places of safety if required, given the generally spatially constrained areas around it. For example, the AFL mode egress map in Technical Note 13 provided by the Proponent for the hearing, shows that if Gate 1 were not able to be used, there would be sufficient pedestrian width in the bus plaza area for people to move to the boundary of the stadium site. Beyond that, the egress map does not show how the almost 10,000 people needing to exit in this direction could safely move to access the Cenotaph as a place of safety. The explanation provided in Technical Note 13 states that the flexibility of the design and the capacity to modify egress pathways in coordination with emergency services will address this issue. However, this assertion appears to be at odds with an observation made by the Proponent in its enabling legislation report, which states that the northern access road is important for enabling emergency access, and the Tasmania Fire Service (TFS) has provided feedback to the Proponent's fire engineer that this area is to be excluded as part of evacuation strategies.
- (d) Through the hearing process, the Proponent's expert project architect, Mr Alistair Richardson, described:
  - the work underway to understand the behaviour of evacuating crowds using 'dynamic' models
  - the involvement of Tasmania's emergency services authorities in this process.
- (e) In Technical Note 13, the Panel received written advice from Tasmania Police and the TFS, via the Proponent, providing a summary of their views on emergency evacuation and related public safety matters. Both Tasmania Police and the TFS outlined their involvement in an ongoing design process that will seek to ensure that outcomes required by the Tasmanian building regulations for safe evacuation will be achieved. This will include the completion of key elements such as:
  - a fire engineering evaluation



- the design of emergency vehicle access prior to any building approval being issued.

(f) The Panel notes that:

- emergency management authorities have regulatory powers that enable them to ensure that the design and management of the Project is resolved to achieve acceptable emergency evacuation and associated safety outcomes
- achieving the regulatory requirements for emergency evacuation may require design changes and/or infrastructure provision in the immediate area surrounding the stadium or in areas associated with the movement of people to places of safety.

## 8.0 Environmental effects

### 8.1 Site contamination and excavation

- (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 Derwent estuary using uncontrolled fill. Consequently, areas of contamination are a feature of the development site, albeit varied in extent. Contamination has the potential to impact the safe construction and operation of the site.
- (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. Portions of the site also have the potential to contain acid sulphate soils, and the potential for soil vapour.
- (c) Shallow groundwater is an important feature of the stadium development footprint as the area is low and flat. Groundwater is typically encountered within approximately 4-5m of the current ground surface at typical elevations of 0.5m to 1.5m Australian Height Datum (AHD). Modelled groundwater levels may exceed 1.7m AHD over much of the site, depending on water table conditions, seasonality, uncertainty estimates of modelled levels, and proximity to the Domain headland escarpment.
- (d) At the hearing, the Proponent advised it now proposes to construct a two-level underground carpark, rather than the previously proposed three-level car park. This design change, as well as the proposed reduction in floor-to-floor height of each parking level, and a proposal to set the carpark 'lid' as the concourse level, has reduced the finished floor level at the lowest car park floor in relation to AHD.
- (e) The reduced construction depth may still intercept contamination and ground water, and the footings certainly will encounter the latter. However, this interception will likely be subject to less significant groundwater recharge than contemplated in the draft IAR. Consequently, the Panel considers the capacity to safely treat and dispose of groundwater contamination to be more feasible with the updated design.
- (f) The Panel has been advised that selective remediation has been completed, and additional remediation is ongoing across the site in accordance with section 39F of the MPDC Act. The legislative framework, while not applicable to this assessment, provides for the site to be suitably remediated prior to development occurring. The advice of the accredited environmental auditor is that full site

remediation, assessment and auditing has not been completed, and in particular, has not been completed for the stadium development.

- (g) The Proponent states that prior to development of the site, site suitability statements will be revised, with consideration of the specific uses outlined in the stadium designs. The Panel considers this approach is essential as the Proponent's site remediation strategy update, produced by AECOM (2024), identifies that the current site suitability requirements:
- prevent access to the soil
  - require break layers, such as paving, importation of clean fill, and similar alternative methods to prevent access to soil
  - require garden planting in above ground boxes or require auditor confirmation before in-soil planting can occur
  - portions of these areas are identified for the Aboriginal culturally informed zone, landscaped areas, or are likely locations for the incorporation of water sensitive urban design features.
- (h) No new substantive information on the current site contamination characteristics was provided at the hearing.
- (i) In its written submission for the hearing, the Environment Protection Authority (EPA) submitted that they considered the advice of the accredited environmental auditor (Tetra Tech Coffey, 30 January 2025), clarification of site dewatering and management (Zancon, 14 February 2025), and the revised carpark design, gave sufficient comfort that the issues concerning contaminated land and groundwater can be managed under an accredited environmental auditor's supervision.
- (j) The Panel accepts the evidence of the EPA and notes that:
- the EPA identifies there is uncertainty about plans for the development, and in particular, how it interacts with groundwater – as key features of the final design, such as tanking (providing an impervious layer between groundwater and the development) have not been determined
  - permit conditions proposed by the EPA are based on the assumption it is possible to remediate the site sufficiently to achieve a site suitability statement.
- (k) In the Proponent's Technical Note 11, submitted during the hearing, the Proponent has relied upon, and reiterated statements previously made by the auditor setting out that:
- At this time, there is no obvious impediment to the site being able to be remediated, and residual contamination managed, in a way that allows the proposed development to occur, and that the overall approach and process to remediation and management is reasonable.

- (l) The Panel accepts the advice of the Proponent and auditor, but notes:
- a review of the previously approved site suitability statements is required to determine if they remain applicable to the stadium development
  - some site suitability assessments remain incomplete
  - the auditor considered that it is possible that the advice of no impediments may change based on new information or assessments that are to be completed.
- (m) The auditor identifies that:
- Where residual contamination cannot be practicably managed by controls able to be specified by the environmental audit, the proposed land use cannot be achieved. In that instance, either the land use would need to be reconsidered, or the extent of remediation that has been considered to have been practicable may need to be re-visited.
- (n) The Panel notes that given its understanding of the requirements of the existing site suitability statements, it is likely that additional remediation and controls will be necessary to implement the proposed Aboriginal culturally informed zone, appropriate water sensitive design features, and any tree planting.
- (o) The Panel notes the National Environment Protection (Assessment of Site Contamination) Measure 1999 (site contamination NEPM) provides for authorities that consent to development or changes in land use to ensure the site is suitable for the intended use.
- (p) The suitability of the site for the proposed stadium will not be known until after site suitability assessments for the stadium are complete. Development of the stadium, Aboriginal culturally informed zone, and stormwater management arrangements before that point will not be consistent with the site contamination NEPM.
- (q) The Panel considers that the design and construction of the stadium structure, circulation spaces and access, the stormwater management arrangements, and landscaping are dependent upon remediation and site suitability. A piecemeal, or precinct by precinct approach to remediation and development would only be appropriate where development of each precinct can operate independently.
- (r) The draft IAR identified a number of knowledge gaps concerning excavated material management, including disposal capacity and the manner in which works should be undertaken. The Panel agrees with the views of the EPA, which expressed in its written submission to the hearing that:
- if an accredited environmental auditor's site suitability statement includes conditions that development should proceed on, then these conditions must be incorporated and implemented in a Construction Environmental Management Plan (CEMP)

- appropriate independent expert oversight during construction processes and procedures is essential, including approval of a CEMP by the EPA
  - the responsible agency for enforcement of conditions related to site contamination and remediation should be the EPA under the *Environmental Management and Pollution Control Act 1994* (EMPC Act)
  - the issue of disposal capacity at waste facilities is a matter for the Proponent.
  - a Staging Plan that identifies all relevant obligations and the management for each construction stage must be prepared by the Proponent.
- (s) The AECOM Site Environmental Management Plan for Macquarie Point (22 October 2021) identified off-site remediation of level 4 contaminated soil as a potential disposal/treatment option, but no revised plan has been provided to date, and no information on off-site treatment has been provided to or considered by the Panel.
- (t) Evidence provided by AECOM in the Proponent's 31 January 2025 submission notes that level 3 or level 4 soils have been preferentially remediated on-site to reduce hazard levels, and there is a well-developed and matured approach for onsite remediation of hydrocarbon or metal impacted soil.
- (u) Notwithstanding the uncertain cost and time implications of remediation onsite, the Panel accepts the evidence of AECOM that onsite remediation of level 3 and level 4 contaminated soil can be acceptably managed. The Panel has only considered the option of onsite remediation, as no detail has been provided for potential offsite treatment locations.
- (v) The Panel notes that proposed development and works necessary for the stadium, including the sewer main replacement and northern access road<sup>24</sup>, are not supported by evidence of likely soil contamination conditions. The Panel understands that site suitability for these intended works is unlikely to be prevented by soil contamination, but the manner in which work is undertaken and suitability of any tree plantings and other non-road uses should be informed by an auditor, with appropriate oversight and approval of a CEMP by the EPA.

---

<sup>24</sup> Outside of Audit Area '4 East' identified in the Proponent's site remediation strategy report, 17 June 2024.

## 8.2 Stormwater

- (a) The current site drainage at Macquarie Point consists of several catchments serviced by stormwater systems discharging to the Hobart Rivulet to the north, Victoria Dock to the southwest, and through TasPorts land to the east.
- (b) The extent of stormwater capture associated with the proposed stadium building and surrounding large areas of impermeable paving, will represent a significant change to the flows across and leaving the current Macquarie Point site.
- (c) The Panel's draft IAR identified a range of issues and uncertainties related to operational stage stormwater, including:
  - the capacity of the stormwater system – and the Proponent's intent to rely on overland flows during 1% annual exceedance probability (AEP) 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 limited capacity to accommodate bioretention systems for the treatment of stormwater within the site
  - no capture and reuse of stormwater from the stadium roof was proposed
  - stormwater quality discharge targets will not be met.
- (d) The Proponent's reports (Appendix W – Overland Flood Assessment, 23 August 2024) indicate that the Macquarie Point site and area is currently subject to limited overland flood effects, localised to the southeastern portion of the site. This is confirmed by the Stormwater Assessment Report (2025 SAR) submitted by the Proponent on 8 May 2025, in response to the Panel's request for further information. These existing conditions will be altered, with new stormwater management strategies implemented.
- (e) The Hobart City Council's representation on the draft IAR (representation 336) referred to the 2024 Overland Flood Assessment:
  - not thoroughly addressing the potential for the development to increase flooding on land adjacent to the site
  - being based on incorrect climate and rainfall event factors.
- (f) The 2025 SAR provides both an overview of the existing conditions and proposed stormwater management systems, and flood modelling, with commentary on the effect of proposed stormwater management systems.
- (g) The scope of the 2025 SAR is limited in nature and the report states that it is intended to provide a high-level overview of existing and proposed conditions, and a more comprehensive report is to follow.

- (h) The methodology and assumptions used in any future stormwater/overland flow modelling will benefit from a formal review by relevant authorities, specifically those assumptions relating to:
- the catchments that flow into the stormwater system used by the Project and are related to an assessment of infrastructure capacity
  - rainfall intensities, climate change impacts such as short duration events and the potential for coincident storm surge, and rainfall events
  - the ownership, grade and operational constraints related to stormwater infrastructure.

These assumptions were not adequately addressed in the 2025 SAR and will benefit from direct input from relevant authorities as part of any future modelling process.

- (i) The Panel accepts the findings of the 2025 SAR, that management of the 1% and 10% AEP events will need to consider the following to provide an optimal solution and to ensure flood impacts from the site are limited to an acceptable level:
- detention systems
  - pipe upgrades
  - optimising roof catchment discharge.
- (j) The *State Policy on Water Quality Management 1997* (Water Quality Policy), sets stormwater-management discharge targets within the State Stormwater Strategy (December 2010) and the City of Hobart's Stormwater Policy for Development (May 2024). The purpose of these discharge targets is to assist in achieving the protected environmental values of the receiving waters. These discharge targets are set as a percentage reduction in total suspended solids, total phosphorus, total nitrogen and average load of litter/gross pollutants, when compared to the site with no stormwater quality management.
- (k) The Proponent's Summary Report (p.160) and general submission for the hearing, state that modelling shows the Project can meet the total phosphorus and total gross pollutant reduction targets. The Proponent's revised planning report (Annexure C – provided as further information on 17 February 2025, pp.39–40) states the stormwater quality targets will be met.
- (l) However this is contrary to the expert evidence in the Proponent's reports, which shows that the proposed management of stormwater system will not achieve any of the discharge targets when the stormwater from the stadium roof is included (Appendix S, 26 August 2024, p.30).
- (m) The Proponent's stormwater report acknowledges there are limited options to reduce contaminant loads off large roof areas (Appendix S,



26 August 2024, p32). The lack of space surrounding the site will result in the exclusion of bio-retention systems and limit treatment options to capture and re-use.

- (n) Further information provided in the Proponent's reports (Annexure T – Stormwater Management, provided as further information on 31 January 2025) explains that treatment solutions, such as either temporary storage and pass-through bio-retention systems or collection and reuse systems, may be possible. This observation is then qualified with the statement that 'either approach would require provision of additional infrastructure which would require high capital expenditure and therefore may not be practical design inclusions'.
- (o) The cost of these measures has not been incorporated in the Panel's assessment of Project costs in topic **1.0 Net social benefit or cost of the Project** of this IAR.
- (p) The Proponent's stated intention to treat water to meet quality targets, is not evidenced by its general submission for the hearing that sets out:
  - the cost of these measures (treating and/or reuse of roof stormwater) must be weighed against the benefit achieved
  - that further stormwater modelling will occur throughout the design process to ensure that the final design meets the stormwater management targets where possible.
- (q) The site and landscape proposal is minimal and does not include water sensitive urban design elements that could support the achievement of stormwater discharge targets.
- (r) The overall design of the site means it is likely that there is inadequate space for cost effective stormwater capture, storage, reuse or detention, or for meaningful onsite treatment through bio-swales. The limited space available at key locations such as the Goods Shed, car park, and future Antarctic and 'complementary integrated mixed use zone', and the areas necessary for pedestrian circulation and queuing appear to effectively prevent the provision of systems that will enable discharge targets being met.
- (s) The Hobart City Council's Stormwater Policy for Development and guidance documents referenced in that policy, provide Proponents with the option of offsetting water quality targets via a cost contribution to the Council. This provides a mechanism to achieve catchment-wide water quality targets in scenarios where it is not efficient or effective provide water quality treatment systems for new developments.
- (t) The permit conditions proposed by the Proponent do not require achievement of stormwater discharge targets established by the State Stormwater Strategy and do not require water quality treatment to be offset via a cost contribution.

- (u) Consequently, at this stage, it appears that the Project will not comply with the Water Quality Policy, which in part states that authorities must require that stormwater controls are specifically addressed at the design phase of proposals for new developments, and ensure that best practice environmental management is implemented (section 33.1 of the Water Quality Policy).

## 8.3 Lighting and wind effects

### *Lighting*

- (a) Artificial lighting effects relate primarily to potential impacts on nearby land uses and amenity. If not well planned and managed, they can cause annoyance, distraction or disruption of sleep.
- (b) Lighting has the potential to create glare, which can be a hazard if it impairs visibility (such as for lane markings, signage, and traffic lights for road users). Lighting can also create visual clutter which can cause confusion, such as where traffic lights are not clearly visible when viewed against competing background lighting. It can also affect wildlife.
- (c) The Proponent's lighting assessment (Appendix P, 4 September 2024) is based on a concept level design of the stadium building and surrounding areas on the site, and does not consider the effects of façade lighting, illuminated signs, or lighting of entrances, plazas, practice wickets, the relocated Goods Shed, or the dynamic effects of concert lighting. Some lighting of outdoor areas is indicated on the landscape plans.
- (d) The Proponent's assessment of sports lighting states that the level of light spill caused by events held at the stadium will not adversely impact vehicle drivers or neighbouring properties.
- (e) Hobart City Council's representation on the draft IAR (representation 336) noted the deficiencies in the Proponent's lighting assessment, as identified in the draft IAR. Hobart City Council stated the level of luminance that will be emitted from the interior to exterior of the stadium through the translucent roof did not appear to be considered in the Proponent's light assessment.
- (f) The Panel notes that, as referenced in Technical Note 6, provided by the Proponent for the hearing, the final extent of translucency and detail of the roof materials remain unknown due to the alterations required to enable cricket matches to be played – and therefore, the effect on illuminance remains uncertain.
- (g) Additionally, the final proposed plans, submitted by the Proponent for the hearing, show design elements (such as glazing and solid elements removed from the underside of the roof) that would not have been accounted for in the lighting assessment.
- (h) It is possible that drivers and adjacent residents may be sensitive to lighting impacts, which could include dynamic colours and movement of light from the proposed façade signage, other sign lighting, concert lasers, LEDs or strobe lighting. However, it is not possible to understand the extent or impacts of their effects because the locations, orientation, proposed shielding, and brightness of stadium lighting is not fully/clearly articulated in the Proposal. The Panel notes that the context of the Proposal and the existing lighting conditions in Davey

and Evans Streets are already relatively bright due to street lighting and light associated with surrounding activities.

- (i) Overall, the Panel accepts the statements in the Proponent's general submission for the hearing, and Hobart City Council's representation on the draft IAR (representation 336), that light emissions can be adequately managed by adherence to AS/NZS 4282:2019 – Outdoor Lighting Obtrusive Effects applying A4 'High district brightness Ambient light conditions'.
- (j) The Australian Standard includes curfew hours that restrict the amount of light that can fall on the window of a habitable room (typically between 11.00 pm and 6.00 am).
- (k) The Panel notes that AFL night games and day-night cricket matches typically finish between 9.30 pm and 10.30 pm, providing a period where full lighting could continue while patrons exit the venue until curfew at 11.00 pm.
- (l) In the proposed permit conditions submitted for the hearing, the Proponent proposed conditions that provide an ad hoc approval of operating times outside of typical curfew hours. In its general submission for the hearing, the Proponent indicated that sports lighting and external lighting will continue for an unspecified period after events end. The Proponent does not specify or otherwise deal with lighting curfew hours, beyond a linkage to operating hours.
- (m) The Federal Group representation on the draft IAR (representation 862) considered that light spill from large-scale night events poses a foreseeable risk to guest amenity, potentially affecting its patrons, particularly in rooms and guest-facing spaces orientated towards the site. Federal Group submitted that there is insufficient evidence to support an exemption to curfew hours.
- (n) The Panel is unable to determine whether unrestricted operation of the stadium will have significant effects on surrounding users without more information on what is proposed and more detailed analysis of whether, and in what way, different lighting scenarios will exceed curfew light spill levels, including lighting levels required until all patrons have left the site.
- (o) The Panel considers it is reasonable to impose stadium lighting curfew hours of 11.00 pm to 6.00 am, including the period when patrons are entering and leaving the site. Any provision for ad hoc variation to these times will need to be supported by a robust assessment of the potential amenity impacts and consultation with affected property owners and stakeholders.

## Wind

- (a) In the context of this Project, wind effects are likely to relate to amenity impacts affecting the experience of users of the site, rather than affecting areas around the site in a significant way. The site is inherently subject to wind exposure, and the stadium is a large structure which will affect how wind moves through and across the site.
- (b) The Proponent's reports identify public realm spaces around the stadium structure that will have a poor level of wind comfort for strolling and sitting (refer to Annexure C – provided as further information on 4 March 2025 – p. 5). Based on wind tunnel modelling, the Proponent's report expects the wind comfort level of the majority of the site to be 'moderate to good' for traversing (moving through), with 'good' comfort levels for sitting inside the stadium.
- (c) Based on the generalised and aggregated information provided in the Proponent's reports, there is a likelihood that the comfort levels for people sitting in the area of the Aboriginal culturally informed zone, southern plaza, and bus plaza will be poor.
- (d) The Proponent's wind assessment (Annexure C, provided as further information on 4 March 2025) notes that wind comfort levels could be increased by incorporating shelter elements such as plantings, shade structures and similar features.
- (e) While the Proponent's general submission for the hearing states:

the draft conditions under the Bill require the submission of detailed development plans which have been informed by the recommendations of the wind assessments...

The Proponent's proposed permit conditions submitted for the hearing do not provide this clarity. Although the Proponent's landscaping plans submitted for the hearing do identify tree locations in the southern and northeast plaza that may provide a sheltering function in these areas, other public realm areas are primarily shown as paved, with minimal or no space for additional trees or structures such as canopies (unless attached to the stadium).

- (f) It is unlikely that shelter elements such as canopies would improve wind conditions to a significant degree, particularly considering the need to provide for unimpeded pedestrian and emergency vehicle access within a constrained area.
- (g) The Hobart City Council representation on the draft IAR (representation 336) notes:

...the site is inherently subject to wind exposure, which is a characteristic feature of the area and presents challenges in terms of effective mitigation, particularly across concourse and gathering spaces. Given this challenge, the City is mindful of placing too much emphasis on mitigation at the expense of effective crowd management particularly for larger capacity events (over 23,000 people events)

where large, flexible gathering spaces are a requirement of functionality.

- (h) The Panel considers that poor wind comfort levels for sitting and strolling will be detrimental to people spending extended periods of time waiting at outdoor locations around the site, and will negatively impact overall pedestrian use and enjoyment of these areas, both during and outside of events. It will limit the functionality and attractiveness of these areas for uses other than as thoroughfares (refer also to section **3.4 Public realm and activation** of this IAR). The poor wind comfort at the bus plaza in its current location represents a likely deterrent to its use, and an additional challenge to the suggested uptake of public transport on event days. A more integrated design approach to landscape and stadium architecture would have the potential to minimise detrimental wind impacts in public realm areas to ensure safe movement and enjoyment.
- (i) The Panel acknowledges that there are no identified concerns about public safety due to the wind conditions.

## 8.4 Noise

- (a) Through the hearing process, the additional noise information provided by the Proponent's noise expert, Dr Neil Mackenzie, significantly updated, expanded upon, and in places, replaced, much of the information provided in the Proponent's two earlier noise reports from AECOM that formed the primary information source for the draft IAR. Specifically, the Panel considers that the additional information contained in Dr Mackenzie's evidence relating to long-term noise measurements and attended measurements at affected premises is useful and reduces the level of uncertainty associated with assessing operational noise matters.
- (b) At the hearing, Dr Mackenzie described the effect the overall design and orientation of the stadium building and the enclosed roof on the western side of the stadium will have on predicted sound propagation under a range of scenarios. The Panel notes that in a general sense, this will mean the level of sound received in the Wapping or Glebe areas will be significantly lower than that received at apartments in Evans Street.
- (c) The attended noise measurement levels submitted in evidence from Dr Mackenzie demonstrated that the existing reduction in the noise levels from the outside of rooms to the inside rooms at apartments in Evans Street is around 35dB(A) across all frequencies. This reduction, due to the insulating effect of walls and windows, was considerably greater than the level of noise reduction of 20dB(A) assumed in the Proponent's AECOM reports.
- (d) The evidence submitted by Dr Mackenzie recommended a framework of measures for level of noise and the duration and frequency of specific event types at the stadium based on the Noise Council Code of Practice on Environmental Noise Control at Concerts 1995 that was developed as guidance in the UK.
- (e) Based on the evidence submitted, the Panel considers that the recommended:
  - operational noise levels for a maximum number of major concerts as well as for game day events
  - finishing times for events
  - maximum internal noise emission levelas described in section 10 of Dr Mackenzie's written submission for the hearing, provide the basis for requirements that, if implemented, will protect the environmental values of receivers close to the Project to an acceptable level.
- (f) For effective noise management to be implemented, these requirements will need to occur alongside:



- the installation of permanent noise monitors in specified locations
  - systems for regular post-event compliance reviews
  - processes for complaints handling.
- (g) The Panel considers that the recommended controls on noise level, the frequency of events, and the timeframes for events need to be established and implemented as a package in order for noise emissions from stadium events to meet acceptable outcomes. These controls are high in comparison to the limits that exist for other stadiums in Australia. For example, the permit for the Allianz Stadium in Sydney sets the noise limit for concerts at 5dB(A) lower than proposed for this Project, and the finishing time for concerts 30 minutes earlier than proposed for this Project (see Development Consent DDS – 9835, December 2019). Consequently, if any permit enabled these limits to be varied, this should only occur in exceptional circumstances where there is a demonstrable need to alter the noise requirements.
- (h) In his written submission for the hearing, Dr Mackenzie questioned the construction noise information provided in the Proponent's two earlier AECOM noise reports. At the hearing, Dr Mackenzie stated that those reports were prepared without understanding the construction schedule and with no knowledge of the equipment proposed to be used by the contractor. At the hearing, Dr Mackenzie stated:
- Whilst AECOM's predicted noise levels might sound alarming, that was the worst case. That was without any mitigation and without any consultation. There's not going to be a rock breaker outside that apartment for 18 months.
- (i) At the hearing, Dr Mackenzie outlined that he believed that for a project of this scale, a specific Construction and Noise and Vibration Management Plan should be prepared by an acoustic consultant in unison with the contractor and independently reviewed and approved by a regulator such as the EPA.
- (j) Both AECOM and Dr Mackenzie referred to the NSW Interim Construction Noise Guidelines 2009 (NSW Guide) and recommended that these guidelines should be used as the framework for managing and regulating construction stage noise. Dr Mackenzie's written submission for the hearing stated that he believed the views expressed by the Panel in the draft IAR in relation to the potential impact of construction noise were not correct, in part because reports from the Proponent had referred to the standard construction hours of the NSW Guide, which limits work on weekends to 8.00 am to 1.00 pm on Saturdays.
- (k) During the hearing, the Proponent stated that the permit condition it had put forward will enable construction work to occur between 8.00 am and 6.00 pm on Saturdays and Sundays. When questioned by the Proponent on this matter, Dr Mackenzie stated that for a project of

this scale it was normal to provide a respite from construction on Saturday afternoons and Sundays, and that this was appropriate, provided the Director of the EPA could modify hours where occasional unavoidable work is required.

- (l) The Panel notes the Proponent's proposed permit condition that enables construction work on weekends has been agreed to by the EPA. The EPA submission stated that it has provided advice on conditions on construction matters as a regulator, but it had not assessed the Project or its impacts.
- (m) The evidence provided by Dr Mackenize went into some detail on why, in his opinion, the actual level of construction stage noise and the effect this will have will be lower than that outlined by AECOM, and cited use of the process recommended in the NSW Guide for aspects such as 'defining noise management levels' as a key reason for this, stating:

Construction noise levels at the closest sensitive receivers along Evans Street (and others) can be mitigated to achieve a noise management level that is reasonable for daytime works consistent with the NSW Guide.
- (n) The evidence provided by Dr Mackenzie in relation to the suitability of construction stage noise was clearly based on construction work not occurring on Saturday afternoons and on Sundays unless there were exceptional circumstances. The Panel concurs with Dr Mackenzie
- (o) At the hearing, representor Ms Mary Mulcahy, Director of the Tasmanian Museum and Art Gallery (TMAG), outlined her concerns around the effect construction activities may have on stored artefacts that were susceptible to damage through vibration. At the hearing, Dr Mackenzie provided a description of the vibration level that may be associated with construction and how this will dissipate with distance and ground surface conditions.
- (p) As the stadium site is approximately 300m from TMAG buildings, the Panel is satisfied that there is limited risk that vibration from construction activities will affect TMAG artefacts. While Davey and Macquarie Streets, adjacent to the TMAG buildings, will be used by heavy vehicles associated with the construction of the stadium, this will result in only a moderate and temporary increase in the number of heavy vehicles travelling on these roads. It was accepted that this will have minimal or negligible additional impact on artefacts.
- (q) As described in section **6.2 Tasmanian Symphony Orchestra (TSO) and Concert Hall** of this IAR, during the hearing, the Proponent and the Tasmanian Symphony Orchestra (TSO) advised that they had entered into an agreement whereby the Proponent will compensate the TSO for works at the TSO to mitigate noise and vibration impacts, and as such, that removed the need to assess or further consider the matters raised by the TSO in its representation.

- (r) The EPA's written submission for the hearing outlined that it did not see that it had a statutory role to assess the Project – and it had not assessed the Project – but that it will have a role to regulate activities associated with the Project. Consequently, the EPA's submission included proposed conditions for the construction stage of Project which it considers are appropriate from its perspective as environmental regulator if the Project were approved. The conditions proposed by the EPA included the preparation a Construction Environmental Management Plan that addressed noise and vibration matters which will be approved and enforced by the EPA.

## 9.0 Construction program and sequencing

### 9.0 Construction program and sequencing

- (a) The Proponent's estimated construction timeframe for the Project is 42 months. The activities associated with the construction of the Project are complex and multifaceted. The Proponent's enabling legislation report states:

The final construction methodology is highly dependent on finalising the design and selecting the preferred contractor. Through the procurement process, the Macquarie Point Development Corporation (MPDC) will evaluate the potential contractor's proposed construction methodology. This will involve selecting the method that results in the best overall project outcomes (including cost and time).

- (b) There is a range of related stadium sub-projects and other construction projects in the area that may affect the timing and sequencing of construction activities and the potential for cumulative effects arising from the Project.
- (c) The redevelopment of Macquarie Wharfs 4, 5 and 6 is anticipated to occur over a 3–4-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 the operation of RSV Nuyina. The AAD anticipates that this work will commence in Q2/Q3 2026, with the wharf to be operational in 2028.
- (d) The design and provision of a bus plaza that is capable of operating the planned service is directly related to the design of the stadium building, its underground car park and the northern access road. During the hearing, the Proponent provided information that the Department of State Growth was currently undertaking design work for both the northern access road and an event bus plaza, including reviewing the bus plaza's location. The Proponent intends to seek approval for this infrastructure outside of the project of State significance (PoSS) process.
- (e) There are clear functional and programming interdependencies between the construction of the Proponent's proposed stadium project, the design and construction of essential associated elements – including the bus plaza and the northern access road, and also with 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, visual impacts, dust, and traffic disruption could be significant and will need to be addressed in project planning, approvals, and also during delivery.
- (f) 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.

- (g) The Panel notes that the uncertainty of the construction program, staging, sequencing, and management of interfaces may pose significant time and cost risks to the delivery of the Project. It is understood the Proponent is aware of these potential risks, and intends to consider construction methodologies as part of the procurement process for selecting the 'design and construct' contractor.
- (h) Mechanisms for managing other projects that are either directly related to the stadium Project's delivery, or which give rise to cumulative effects that will need to be managed, will need to be resolved prior to and also throughout that delivery process.

## 10. 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
  - 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 *State Policies and Projects Act 1993* (SPP Act) and that environmental, social, economic and community matters are addressed throughout each of the topic areas of the 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 IAR considers a range of impacts the Project may have on the surrounding area and uses.

The sections under topic **6.0 Land use compatibility** of this IAR specifically consider the potential effects of the Project on other uses and activities proximate to the stadium building.

The Panel notes that some effects on surrounding uses and activities are likely to be positive, with increased patronage of some surrounding businesses, particularly some hotels, bars and restaurants.

Other topics of this IAR consider a range of other effects on the surrounding area, including – **2.0 Planning strategy and site plans, 3.0 Urban form, activation and public realm, 4.0 Historic cultural heritage and community values, 5.0 Aboriginal heritage, 7.0 Transport and movement, and 8.0 Environmental effects**. The sections under these topics 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 IAR considers the range of benefits that the Project could generate to the region and state of Tasmania, in particular in topic **1.0 Net social benefit or cost of the Project** of this IAR.

The cost-benefit assessment in topic **1.0 Net social benefit or cost of the Project** of this IAR considers all social, economic and cultural benefits from the Project, and assigns a value to each benefit. This includes social benefits that do not have a 'financial' component, but relate to pride and social cohesion, physical and mental health, experiences, liveability and Tasmanian 'brand' enhancements.

These benefits are then weighed against the costs to produce a benefit-cost ratio (BCR) to determine whether costs are worth the benefits.

## 10.3 Consistency with the Mac Point Precinct Plan

The IAR considers the extent to which the Project is consistent with and supports the urban renewal of the Macquarie Point site, as provided for in the Mac Point Precinct Plan, in section **2.2 Strategic planning and site plans** of this IAR.

This section includes consideration of how the Project will affect the achievement of all elements of the Precinct Plan.

15 September 2025



Paul Turner SC   Martin Wallace   Lynn Mason AM   Gary Prattley   Shelley Penn AM



# Attachments



## **Attachment A – State Policies and Projects (projects of State significance) Order**

TASMANIA

---

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

**STATUTORY RULES 2023, No. 66**

---

**CONTENTS**

1. Short title
  2. Commencement
  3. Project of State significance
  4. Nature of project
  5. Requirement for approval of certain orders
- Schedule 1 – Plan



## **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

*State Policies and Projects (Project of State Significance) Order  
2023  
Statutory Rules 2023, No. 66*

c. 3

---

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

*State Policies and Projects (Project of State Significance) Order  
2023  
Statutory Rules 2023, No. 66*

c. 5

- 
- (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.

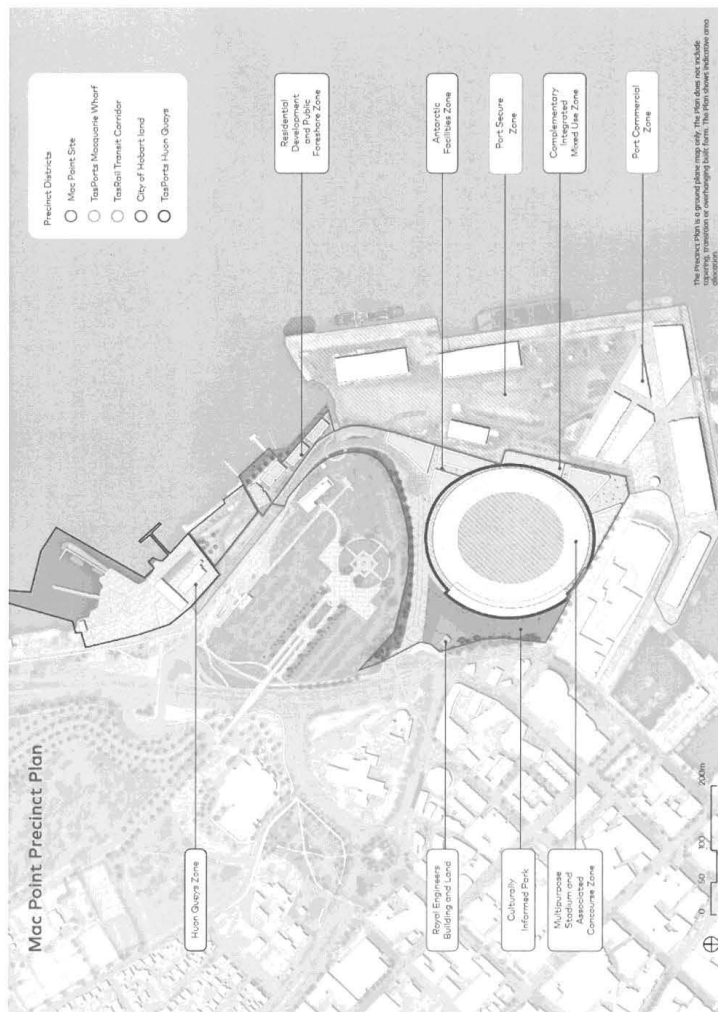


*State Policies and Projects (Project of State Significance) Order  
2023  
Statutory Rules 2023, No. 66*

**sch. 1**

**SCHEDULE 1 – PLAN**

Clause 3



6

*State Policies and Projects (Project of State Significance) Order  
2023  
Statutory Rules 2023, No. 66*

---

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").

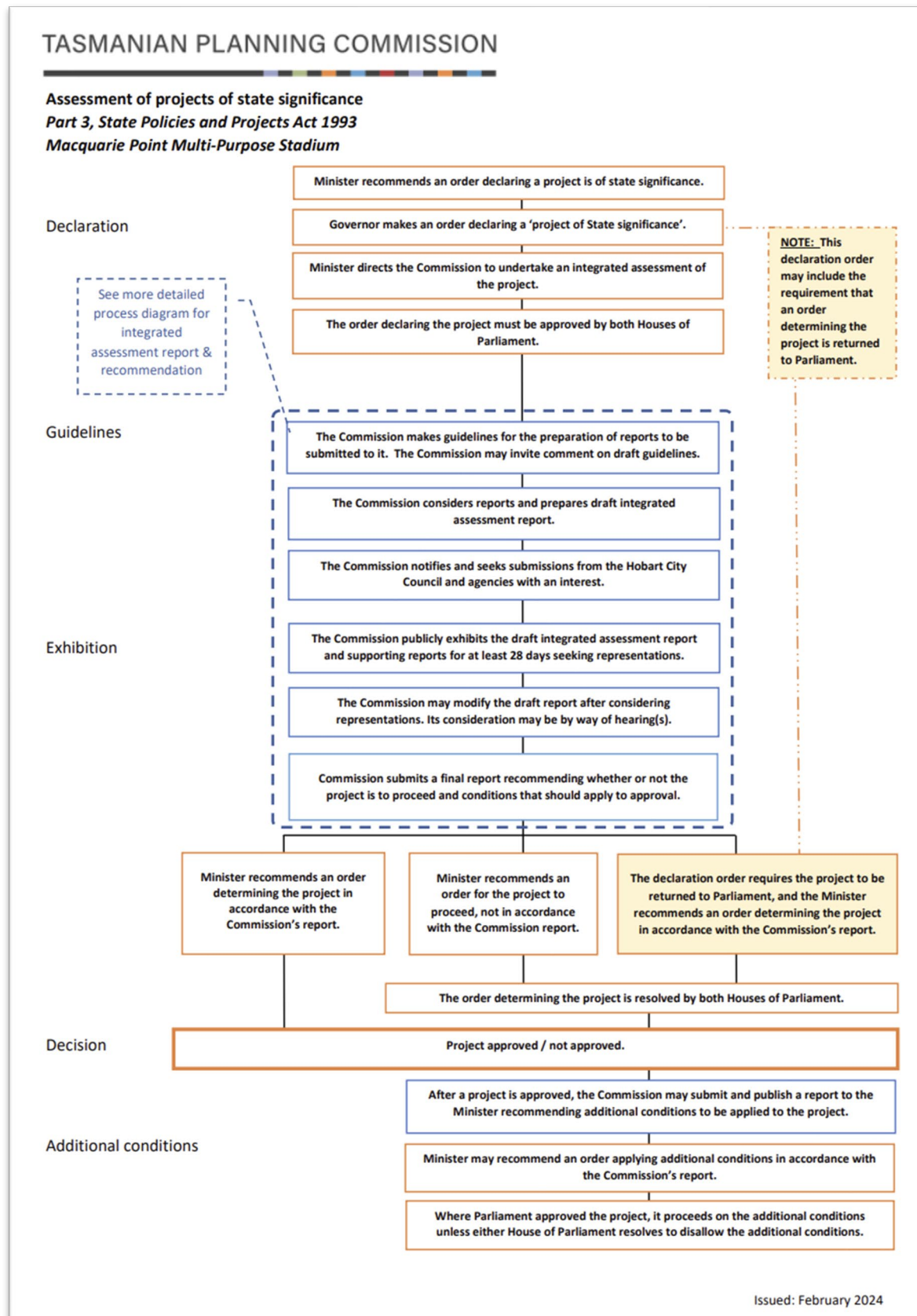
The Commission is required to comply with the following requirements in relation to this integrated assessment, subject to the terms of the Act -

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.

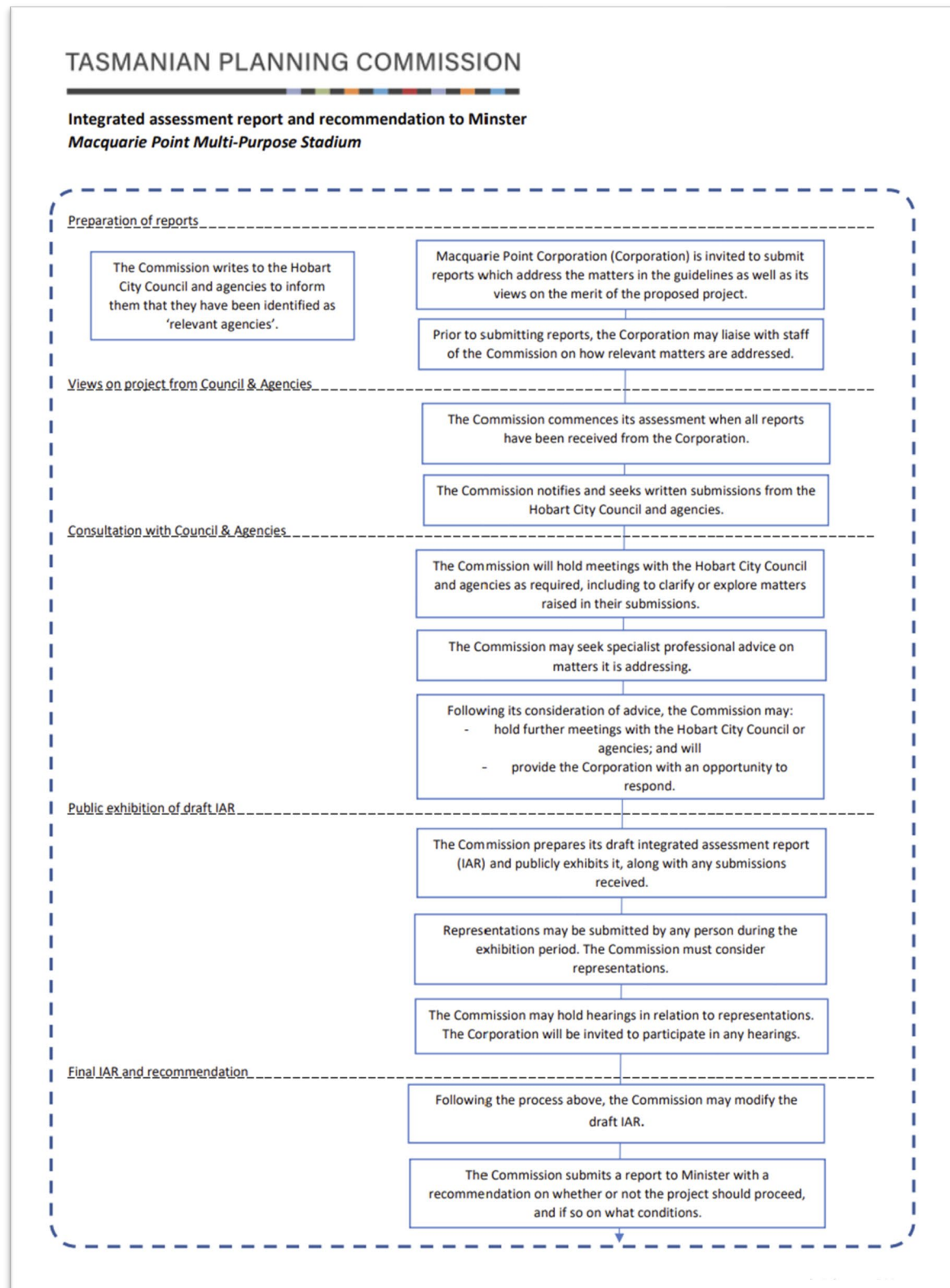
  
PREMIER and MINISTER ADMINISTERING THE  
STATE POLICIES AND PROJECTS ACT 1993

Date: 16/10/23

# Attachment C – Assessment of project of State significance (PoSS) flowchart



## Assessment of Project of State Significance (PoSS) flowchart (page 2)



## **Attachment D – Legal advice from Mr Michael O’Farrell SC, 7 August 2025**



**TASMANIAN PLANNING COMMISSION**  
**State Policies and Projects Act 1993 – integrated assessment – scope of project –  
economic issues.**

**MEMORANDUM OF ADVICE**

**Introduction**

1. The Tasmanian Planning Commission's Panel for the integrated assessment of the Macquarie Point Multipurpose Stadium, proposed under the *State Policies and Projects Act 1993* ('the SPP Act') has completed its public hearing into representations made in relation to the draft Integrated Assessment Report.
2. At the hearings, the State, as the proponent of the Project, through its legal advisers, delivered materials to the Commission including:
  - (a) a General Submission (opening the State's 'case' at the commencement of the hearing) ('GSO'); and
  - (b) an Outline of Closing Submissions (closing its 'case' at the end of the Commission having taken evidence at the hearing) ('OCS').

**Issues**

3. I am asked, first, whether I agree or disagree with the proponent's contentions in relation to the scope of the Project; and whether, in conducting its integrated assessment, the Commission may properly consider that the northern access road is part of the project.
4. Secondly, I am asked whether I agree or disagree with the proponent's approach to how the Commission has so far considered 'economic...issues relevant to... [the] project' (including the budgetary impact on the State through it having to borrow funds).<sup>1</sup>

---

<sup>1</sup> Item 1.3 of the Draft Integrated Assessment Report, on page 37

5. In order to address these issues, it is indispensable to come to an understanding of the statutory scheme of the SPP Act, as well as the *State Policies and Projects (Projects of State Significance) Order 2023* ('the Order') made by the Governor on 16 October 2023 under the SPP Act, s 18(2). The following analysis is predominantly taken from my advice to the Commission, 22 October 2024, but includes some minor modifications.<sup>2</sup>

#### The Statutory Scheme

6. The SPP Act, s 16(1) provides the criteria for a project to be eligible to be a project of State significance. The eligibility criteria in the main comprise economic considerations, but also environmental impact, complex technical and engineering designs, or significant infrastructure requirements. It can be stated with confidence that many of the projects to which the Act is directed will involve the design and construction of significant infrastructure, with effects on the economy of the State. That may be one reason to construe it to leave some flexibility for the proponent, and the Commission (in consultation with the relevant council and agencies) to refine the proposal before it is publicly exhibited. So much will be seen from the scheme, and the terms of the Order.
7. By s 16(2) of the SPP Act, for purposes of Part 3:
 

*person proposing the project of State significance* includes any person for the time being proposing to undertake the project of State significance or any use or development included in that project.
8. That is a definition provision. It has no operative effect.<sup>3</sup> The phrase 'person proposing the project of State significance' is found in three provisions of Part 3, namely s 27(4), and 28A (2) and (3), none of which are presently relevant.

---

<sup>2</sup> Note that it also does not include matters relevant to the Premier's direction to the Commission pursuant to the SPP Act, s20(1).

<sup>3</sup> *Kelly v R* (2004) 218 CLR 216, [103] (McHugh J). See generally, Dennis Pearce & Robert Geddes, *Statutory Interpretation in Australia* (9<sup>th</sup> Ed, 2019, Lexis Nexis) [6.3].



9. Under s 18(1), it is for the Minister to consider whether a project meets the requirements of a project of State significance and if so, to recommend to the Governor to make an order declaring it to be so. If the Governor makes an order under s 18(2), it must be published in the Gazette,<sup>4</sup> and must be laid before each House of Parliament where, it may be approved, or in the absence of a notice of motion seeking to disallow it, it will be taken to have been approved.<sup>5</sup>
10. Section 18A provides:
 

**18A. Content of order declaring project to be a project of State significance**

An order under section 18(2) declaring a project to be a project of State significance may include in the project any use or development which is necessary or convenient for the implementation of the project, whether or not the use or development is to be undertaken by or on behalf of any person named in the order.
11. Under s 19(1), if an order is made under s 18(2) it has the effect of disengaging the provisions of any Act, planning scheme or interim order in connection with any use or development to which the order relates. It is notable that ss 18A and 19 are the only provisions of Part 3 that include the phrase 'use or development'. Those words are susceptible to the same meaning as they bear in the *Land Use Planning and Approvals Act 1993* ('the LUPA Act').<sup>6</sup>
12. It should be noted that, so far, the scheme of the SPP Act does not deploy prescriptive wording about what should be included in a declaration of a project of State significance. Importantly, it does not define 'project' or 'project of State significance', beyond giving some indication that it must meet at least two of the eligibility criteria in s 16(1).

---

<sup>4</sup> The SPP Act, s 18(3).

<sup>5</sup> The SPP Act, s 18(4), (5) and (6).

<sup>6</sup> The SPP Act, s 3(2).

13. In this context, ‘project’ should be given its natural and ordinary meaning.<sup>7</sup> Some guidance can be obtained from the dictionary definition, viz., ‘something that is contemplated, devised, or planned; a plan; a scheme; an undertaking.’ A further indication may come from the concept of ‘integrated assessment’, which is defined as:
- ...in relation to a project of State significance, means a consideration of environmental, social, economic and community issues relevant to that project and such other issues as may be prescribed...
14. Thus far, the only guidance the SPP Act gives to the scope of the project is that:
- (a) it must be eligible under s 16(1); and
  - (b) it is to be declared in an order made under s 18(2).
15. This approach to a project may be contrasted with the provisions of the LUPA Act relating to major projects.<sup>8</sup> In particular, the requirements for a major project include ‘a map, or description, indicating the location of the proposed land on which the project is to be situated and...a plan indicating generally the areas on that land on which uses or developments...are proposed to occur.’<sup>9</sup>
16. The SPP Act is part of the suite of resource management and planning system legislation in Tasmania, and, by s 20(5)(a), the Commission must when undertaking the integrated assessment process (amongst other things) ‘seek to further the objectives set out in Schedule 1...’, which include the ‘fair, orderly and sustainable use and development of...land...’<sup>10</sup> Equally, the Commission is to have regard, under s 20(5)(c) to the representations that are made to it following the public exhibition of the project.

---

<sup>7</sup> cf., *GN Calder; ex parte St Barbara Mines Ltd* [1999] WASCA 25, [27] (Malcolm CJ, Pidgeon, & Ipp JJ agreeing).

<sup>8</sup> The LUPA Act, Part 4, Div 2A.

<sup>9</sup> The LUPA Act, s 60F(1)(e). See also para (f), (g) and (h).

<sup>10</sup> The SPP Act, schedule 1, clause 1(b).

17. As a result, it cannot be contended that the effect of s 19(1) is to divorce projects of State significance from land use and development considerations. However, it is equally valid to observe that the effect of s 19(1) is to put the more prescriptive instruments and standards by which those considerations would usually be assessed to one side, in favour of the more general formulation of 'environmental, social, economic and community issues'.
18. The word 'integrated' is not to be used in aid of construing the definition of 'integrated assessment'.<sup>11</sup> However, it is of 'fundamental importance' that definition provisions are to be construed according to their ordinary and natural meaning and are not to be limited or qualified, unless the context requires it.<sup>12</sup>
19. The process following the making of an order under s 18(2) is also instructive. There are provisions that permit the Commission to prepare guidelines to be followed in the preparation of reports,<sup>13</sup> referrals to the relevant Council and agencies,<sup>14</sup> and the subsequent requirements to be developed '[i]n consultation with the council... and the agencies...to prepare a draft integrated assessment report, and exhibit it'.<sup>15</sup>
20. These matters are important because, it is common, if not invariable, in planning statutes, that there will be a requirement to publicly exhibit a proposal. Public exhibition is generally taken to erect a barrier or a point from which the radical

---

<sup>11</sup> *Ship, Shin Kobe Maru' v Empire Shipping Co* [1994] HCA 54, (1994) 181 CLR 404, 419 (Mason CJ, Brennan, Deane, Dawson, Toohey, Gaudron & McHugh JJ).

<sup>12</sup> *PMT Partners Pty Ltd v National Parks and Wildlife Service* [1995] HCA 36, (1985) 184 CLR 301, 310 (Brennan CJ, Gaudron & McHugh JJ).

<sup>13</sup> The SPP Act, s 20(2A).

<sup>14</sup> The SPP Act, s 21.

<sup>15</sup> The SPP Act, s 22.

alteration of a proposal is no longer possible.<sup>16</sup> That general proposition requires some qualification, depending on the statutory provisions, but its importance should be noted.

21. The SPP Act then permits the public to make submissions in relation to the draft integrated assessment report,<sup>17</sup> and for the Commission to consider those submissions and to hold hearings in relation to each of them (or consolidated groups of them).<sup>18</sup> Following that process the Commission may modify the draft integrated assessment and, if it does so, it may (not must) require the modified report to be subjected again to the public consultation provisions.<sup>19</sup> This will involve an evaluation of whether the modification is sufficiently significant that the public's view of the project should once again be consulted. Again, the scheme lacks prescription.
22. It is only at the completion of that process that the Commission may make a recommendation to the Minister. If the Governor, by order,<sup>20</sup> approves the project, there are various provisions relating to the imposition of conditions,<sup>21</sup> and providing for the amendment of the order.<sup>22</sup>
23. At various points the process is subject to the approval of Parliament, in that it will only proceed and indeed the project will ultimately only be approved if

---

<sup>16</sup> The authorities collected in *Tomaszewski v Hobart City Council* [2021] TASSC 15 illustrate the point.

<sup>17</sup> The SPP Act, s 23.

<sup>18</sup> The SPP Act, ss 24.

<sup>19</sup> The SPP Act, s 25.

<sup>20</sup> The SPP Act, s 26(6).

<sup>21</sup> The SPP Act, ss 26(7), s 26A,

<sup>22</sup> The SPP Act, s 26B.

Parliament allows it.<sup>23</sup> Thus, the responsibility for the approval of the project is ultimately in the hands of the Parliament, the decision of which, being a proceeding in Parliament, will not be reviewable by a Court.<sup>24</sup>

24. Two important points emerge. The first is that a project of State significance is subject to Parliamentary scrutiny. The second is that Parliament entrusted the integrated assessment to the Commission, as an independent statutory authority. While its primary function is to make recommendations to the Minister, the statutory scheme envisages that Parliament is also an audience for the integrated assessment.

### The Order

25. Clauses 3 and 4 of the Order provide:

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

---

<sup>23</sup> The SPP Act, ss 18(6), 26(9), 26A(10), 26B(13).

<sup>24</sup> *Bill of Rights Act 1688 (Imp) Art 9; Attorney-General (Tas) v Casimaty* [2024] HCA 31, [72] (Edelman J).

- (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.
26. The Order is to be construed in the statutory context of the Act.
27. The drafting of clause 3 does not reveal strict requirements. It is a 'proposal ... for a stadium to be developed on the area of land ... bounded by a thick black line and identified as the Multipurpose Stadium and Associated Concourse Zone in the relevant plan...'
28. That is consistent with the scheme of the SPP Act. It does not envisage that an order of this nature will prescriptively identify all of the features of the project. The matter is not to be approached as if the 'project', at the stage at which the Order is made, is to be comprehensively described as it would be if it were to be assessed, for example, under the prescriptive requirements of a planning scheme. The SPP Act expressly suspends the operation of planning legislation and instruments in favour of an integrated assessment.
29. In my view, clauses 3 and 4 are to be read together. So much is plain from clause 4, which expressly refers to the project declared under a clause 3 and says that it is to include, *but is not limited to* the development and construction of various elements.
30. In moving the motion for the acceptance of the order<sup>25</sup> the Premier noted:
- The order is a very simple document. It describes only in broad terms what the proposal is. It does not need to do more than that and all previous POSS orders have been worded in the same manner.
- In clause 3 it names the Crown as the proponent and defines the site of the proposal in schedule 1 by referencing the new Macquarie Point Precinct Plan, which shows it as the

---

<sup>25</sup> House of Assembly, 19 October 2023.



multipurpose stadium and associated concourse zone. It is clear from this plan that the stadium is only part of the broader precinct.

Clause 4 of the order also provides a broad description of the nature of the proposal which describes the range of uses and developments within the specific stadium zone, and the related infrastructure and services, and any other facility necessary for the implementation of the project and to support its operations. Again, this is consistent with the wording of other POSS orders in the past.

31. There may be arguments about what the Premier meant when he spoke of the 'broader precinct'. However, the Premier's view of what the Order means is not determinative.<sup>26</sup> The surest guide is the text.<sup>27</sup>

### Project Scope

32. The proponent maintains that the scope of the Project is limited and does not include the northern access road.<sup>28</sup> Under the heading 'What is the Project?' in the GSO the State submits that the Project comprises the Multipurpose Stadium and surrounding concourse, and arrival plaza areas; the proposed relocated area for the Goods Shed to be integrated to the north of the stadium, while remaining as a standalone structure and facility; practice cricket wickets; and the below ground car park.<sup>29</sup> It submits that the Project does not include the northern access road, or the development of the Macquarie Point precinct more broadly.<sup>30</sup>
33. These statements are premised on assertions that:
  - (a) the Project is described in Section O.2 of the *Macquarie Point Multipurpose Stadium: Project of State Significance Summary Report* ('Summary Report');

---

<sup>26</sup> *Harrison v Melhem* [2008] NSWCA 67, 72 NSWLR 390 [12]-[13] (Spigelman CJ), [162]-[172] (Mason P); *Attorney-General v CL* [2018] TASFC 6; (2018) 28 Tas R 70, [81] (Porter AJ).

<sup>27</sup> *Certain Lloyd's Underwriters v Cross* [2012] HCA 56; (2012) 248 CLR 378, [23] (French CJ & Hayne JJ).

<sup>28</sup> GSO paras [21] - [27]; OCS [20] - [24].

<sup>29</sup> GSO [21]

<sup>30</sup> OCS [26].



- (b) the boundary of the land on which the use and development is proposed is shown on Figure O.4 of the Summary Report; and
  - (c) the northern access and other parts of the precinct more broadly are pre-existing commitments subject to separate legislative regimes and approval requirements.
34. In its closing submissions the State attaches weight to ‘the matters set out in Representation 2’, which was comprised in a document sent from the State’s solicitors to the TPC on or about 15 April 2025.<sup>31</sup> It contends that the correct approach to necessary infrastructure is that in the first instance it should be specified in the Order ‘but where that is left open it leaves only room for the person proposing the project to satisfy the Commission, and in turn the Government, that other necessary works are required for it to deliver the project.’<sup>32</sup> It is said that it ‘does violence’ to the Act to allow the Commission to determine the definition and scope of the Project.<sup>33</sup> It is contended that relevant to the Project description:
- (a) the SPP Act proceeds on the basis that the Project as proposed by the person proposing the Project is that which has qualified for assessment under the SPP Act;
  - (b) the Order describes the Project in reasonably exact terms and by definition of a boundary;
  - (c) the Panel had information and advice directly to the effect that other projects did not form part of the Project;
  - (d) the Panel applied the test of ‘necessity’ incorrectly, relying on what it considered necessary rather than what might be described as relevant to the Project and contrary to the express description of the Project; and
  - (e) the Panel potentially extended its consideration on the basis that the Project is to be delivered by the State, despite the SPP Act making no distinction between public and private proponents.

---

<sup>31</sup> OSC, [18].

<sup>32</sup> OSC [19].

<sup>33</sup> OSC [20]

35. Central to these contentions is that it is for the Proponent alone and not the Panel to determine the scope of the Project. Yet, in paragraph [23(a)] of the OCS, the State submits that '[u]nder the SPP Act, the characterisation and scope of the Project is set by the Minister.' It then asserts that the 'SPP Act expressly describes the Project as that project proposed by the person proposing the project.' It further submits in paragraph [23(c)] that '[a] requisite level of specificity is...provided, within the description of the Order and the setting of a project area.' These three formulations do not appear as alternatives.

#### **Project Scope conclusions**

36. The plan in Schedule 1 of the Order shows the stadium building bounded by a thick black line. A comparison between the figure in Schedule 1 and figure O-2: Site plan boundaries in the Summary Report, shows that the thick black line is what the Summary Report calls the 'PoSS scope boundary 2023.' If it is supposed that this is the relevant boundary, it fails to take into account the 'PoSS scope boundary expanded to include ancillary Stadium functions', or the 'PoSS scope underground carpark' shown in figure O-2 in the Summary Report; neither of which are referred to in the Order. The boundary of the land shown in figure O-4 is something greater still. It follows that, on the State's case, the thick black line in Schedule 1 of the Order does not confine the scope of the Project, a point with which I agree. However, the State's case then seeks to define the scope by reference to documents other than the Order.
37. There is a level of confusion in the State's submissions about who is responsible for defining the scope of the project. First, the Minister's function to define the scope of the project is to make the recommendation to the Governor in s 18(1). That recommendation resulted in the non-prescriptive terms of the Order made under s 18(2). Secondly, it is not correct that, after an order is made under s 18(2), a proponent has an ongoing function or power to delimit the scope of the project. The definition of 'person proposing the project of State significance' does not elevate the proponent to any level of control over the project or its assessment,

neither does it have any function in defining the project. Thirdly, it is not strictly correct to suggest that the Commission has a function or power that allows it to 'determine the scope of the Project' in the sense that it can adjust it beyond the permissible scope of the SPP Act, or the Order. The Commission's function is to determine the scope of its functions and powers in relation to the project, according to the SPP Act, and the Order. The State's function is to assist the Commission to arrive at the correct decision.

38. In my view, it is the Order that governs the scope of the Project. It involves an objective test, subject to its proper construction. Clause 4 of the Order identifies, as fixed elements of the project, in sub-clause (a), the stadium, and in sub-clause (c) the concourse. Sub-clauses (b) and (d) are different.
39. Sub-clause (b) talks about related infrastructure and services necessary to support the stadium and its operations. It is not a question of what the Panel considers is necessary, it is a question of what is, in fact, required to support the stadium and its operations. The submissions that vehicular access, by road, is not infrastructure 'necessary' to support the stadium and its operations is difficult to understand, as is the submission that, because there are other ways in which that infrastructure may be approved, it is not necessary infrastructure for and may not be considered by the Commission..<sup>34</sup> I disagree with these submissions.
40. I also consider that, should it be necessary to rely on it, vehicular access by road is both a necessary and convenient facility for the implementation of the project, within the meaning of sub-clause 4(d).<sup>35</sup>

---

<sup>34</sup> It is a matter of some irony that, before it lapsed, the *Macquarie Point Planning Bill 2025*, Part 3, contained provisions allowing the Minister to declare land to form part of the 'access network' and to acquire it. Clearly, the government considered the access necessary.

<sup>35</sup> The scope of this power is to be interpreted in light of the functions conferred on the Commission; in this case an integrated assessment: *Hird v CEO of ASADA* [2015] FCFC 7, [210] (Kenny, Besanko & White JJ).

### Economic Impacts

41. The proponent appears to contend that the costs of constructing the stadium, and the means by which it is financed, including State borrowings, and its impact on the budgetary position of the State are not within 'economic...issues relevant to the project', within the ambit of the SPP Act, s16(2).<sup>36</sup>
42. In paragraph [136(a)] of the GS the State identifies the 'central questions' within the scope of the SPP Act assessment as:
 

What are the positive and negative economic effects of the Project for the purposes of an assessment for land use and development approval?
43. It refers to the criticisms in Representations 1, 2 and 3 of the Panel's approach to economic issues and the Panel's 'overreach'.
44. At [153] the State contends that there are two errors of law.<sup>37</sup> First, it is said that it is contrary to the declaration of the Project as a project of State significance with specific reference to the relationship of the Stadium with AFL football. Secondly it is a 'failure of task', because the Panel is required to assess the Project in accordance with the objectives of the SPP Act and LUPA Act, all of which require a 'synthesis of land use benefits arising from the development'.
45. In the OSC at 11(b) the State contends that the Draft IAR relies on irrelevant matters, including 'economic matters beyond town planning matters encompassing matters where the State expressly relies on Treasury not the Commission and which advice has broader information and policy consideration than is assumed or required for the assessment under the SPP Act.'

---

<sup>36</sup> GSO [6], [136] - [158] and OCS [11] (b)(i), [25] - [31] and Attachment 2

<sup>37</sup> There is a third failure, based on a 'common approach to the merits'. This appears to be entail a factual error.

46. In its closing submissions the State acknowledges that the economic impacts of the Project are relevant to the Panel's assessment of the Project,<sup>38</sup> but points out that the scope of economic impacts is not without limit.<sup>39</sup> It summarises the irrelevant matters that the draft IAR is said to take into account as:
- (a) the economic viability of the project;
  - (b) the financial cost to the proponent for the development of the relevant project;
  - (c) the proponent's financing of the relevant project;
  - (d) the commercial and economic impact of the project on competitors;
  - (e) matters relating to State finances and State debt of the relevant project;  
and
  - (f) opportunity costs arising from loss of alternative development outcomes from the site.
47. The State submits that s 20(5)(a) of the SPP Act requires the Commission to 'seek to further the objectives set out in Schedule 1, and asserts that the 'fundamental purpose of the integrated assessment is to consider whether land use and development approval should be granted for a project and, if so, on what conditions.'

#### **Integrated Assessment**

48. The requirement to consider 'economic issues...relevant to the project' arises from the Commission's task to conduct an integrated assessment, as defined in s 16(2). The assessment is not confined to economic issues. It extends to a

---

<sup>38</sup> OSC [26].

<sup>39</sup> OSC [27].

consideration of the environmental, social, economic and community issues relevant to the project. Those issues are not to be parsed or siloed. Each of the elements can affect one or more of the others.

49. Secondly, in order to determine the scope of those issues, their potential reach must be considered. For example, the community for a particular project may be (amongst other permutations) local, regional or statewide. It must follow that economic issues can also be an issue for the whole of the State and its citizens. Sections 16(1)(a), (b), (c) and (d) give an indication of the importance of economic criteria, and the potential reach of the economic issues that may affect a project of State significance.
50. The objectives in Schedule 1 are not the only matters to consider under s 20(5). The integrated assessment must also take into account consideration of matters set out in representations. This is not a *carte blanche* to expand the scope and purpose of the SPP Act to allow the Commission to consider whatever is submitted to it, however, nor does it suggest that the Commission's task is a narrow one.
51. An important premise of the State's argument is that the integrated assessment is conducted for the fundamental purpose of land use and development. The State refers in attachment 2 to the OCS to a number of planning cases to support a contention to the effect that economic considerations are not relevant planning considerations. As a general proposition, that is correct, but it does not address the issue that an integrated assessment requires a consideration of economic issues. Nor does it specifically address the proposition that an economic threat 'accompanied by a prospect of a resultant overall adverse effect upon the extent and adequacy of facilities available to the...community' is a town planning consideration.<sup>40</sup> In any event, I do not consider that the authorities cited are of

---

<sup>40</sup> *Kentucky Fried Chicken Pty Ltd v Gantidis* (1979) 140 CLR 675, 687 (Stephen J).



much assistance in construing the ambit of economic issues to be considered in an integrated assessment. They relate to different statutory settings.

52. I do not agree with the premise that the fundamental consideration for the integrated assessment is land use and development. Use and development may be the result of the approval of the project, but it is not the criteria on which the assessment is based. Accordingly, I consider that the formulation of the economic issue by the State in GS [136(a)] addresses the wrong question.
53. Further, in my view, the reference to ‘economic’ in schedule 1, clause 1(d) does not assist in the construction of the meaning of ‘economic’ in s 16(2), much less provide a reason to cut down its scope.
54. Giving the definition of ‘integrated assessment’ its ordinary and natural meaning, without limitation, or qualification, allows the Commission to consider the range of environmental, social, economic and community issues relevant to the project. Analogies with cases that suggest that the economic fortunes of the proponent of a land use and development project are not relevant considerations do not resonate with issues of significant expenditure by the government of a State, in relation to a project that requires the approval of Parliament.<sup>41</sup>
55. Finally, while it may be argued that the Commission’s work is primarily concerned with planning and development, I do not agree that the functions under the *Tasmanian Planning Commission Act 1997* (Tas) can be called in aid to limit its consideration of economic issues. Section 6(1) of that Act expressly confers on the Commission functions and powers ‘under any other Act’, which necessarily includes the SPP Act. There is no reason to read that provision down.

---

<sup>41</sup> Parliamentary supervision of public expenditure is a quintessential constitutional requirement: *Attorney-General (Tas) v Casimaty* [2024] HCA 31, [41] (Gageler CJ, Gordon, Steward, Gleeson, Jagot & Beech-Jones JJ) citing *Financial Management Act 2016* (Tas), s 11(2), and *Auckland Harbour Board v The King* [1924] AC 318 at 326-327.



56. The Parliament has entrusted the Commission, as an independent body, to undertake the task of the integrated assessment. The fact that Department of Treasury and Finance has functions to advise the State about economic impacts of the proposal does not offer a reason for the Commission to limit its assessment. There is certainly nothing in the SPP Act on which to base that contention.
57. It is a matter for the Commission to consider the balance of the submissions made on behalf of the State.

### **Conclusion**

58. Specifically in answer to the questions for advice, in my opinion,
- (a) the northern access road falls within the terms of the Order, and the Commission is at liberty to consider it as part of the integrated assessment; and
  - (b) the Commission is at liberty to consider economic issues relevant to the project, including issues concerning the impacts of the significant expenditure of public money by the State, and the means by which that is to be funded.



**Michael O'Farrell**  
Malthouse Chambers

7 August 2025

## Attachment E – List of hearing participants

Rep No.	Representor	Speaker/s
32	Tasmanian Conservation Trust	<b>Peter McGlone</b> <i>CEO, Tasmanian Conservation Trust</i>
231	Graeme Wells	<b>Graeme Wells</b> <i>Economist</i>
260	TasWater	<b>Jason Taylor</b> <i>Development Assessment Manager, TasWater</i> <b>Anthony Cengia</b> <i>Development Engineering Technical Specialist, TasWater</i>
273	Glebe Residents' Association	<b>Kerry Burns</b> <i>President, Glebe Residents' Association</i>
279	Tourism Industry Council Tasmania	<b>Amy Hills</b> <i>CEO, Tourism Industry Council Tasmania</i>
305	Ian Terry	<b>Ian Terry</b> <i>Historian</i>
312	TFC AFL Limited	<b>Brendon Gale</b> <i>CEO, Tasmania Football Club</i>
313	Jamie Wood	<b>Jamie Wood</b> <i>Environmental scientist</i>
326	Stadiums Tasmania	<b>James Avery</b> <i>CEO, Stadiums Tasmania</i> <b>David Large</b> <i>Chief Operating Officer, Stadiums Tasmania</i>
336	City of Hobart	<b>Kirsten Turner</b> <i>Manager City Compliance, City of Hobart</i> <b>Daniel Verdouw</b> <i>Manager City Mobility, City of Hobart</i> <b>Leigh Woolley</b> <i>Expert witness – Urban design</i>
339	Bruce Levett	<b>Bruce Levett</b>

Rep No.	Representor	Speaker/s
361	Federal Group	<b>Daniel Hanna</b> <i>Executive General Manager – Corporate and Regulatory Affairs, Federal Group</i> <b>William Manning</b> <i>Government Relations, Federal Group</i>
387	Tasmanian Symphony Orchestra	<b>Audrey Mills</b> <i>Legal representative – Dobson Mitchell Allport</i> <b>Caroline Sharpen</b> <i>CEO, Tasmanian Symphony Orchestra</i>
424	Professional Historians' Association	<b>Naomi Parry Duncan</b> <i>President, Professional Historians' Association NSW &amp; ACT</i>
448	National Spiritual Assembly of the Baha'is of Australia	<b>Sam Pourmoradian</b>
454	Cuan Petheram	<b>Cuan Petheram</b>
461	Tasmanian Museum and Art Gallery	<b>Mary Mulcahy</b> <i>Director, Tasmanian Museum and Art Gallery</i>
463	Daphne Habibis	<b>Daphne Habibis</b> <i>Adjunct Associate Professor, UTAS</i> <b>Professor Gregory Lehman</b> <i>Tasmanian Aboriginal community member</i> <b>Nala Mansell</b> <i>on behalf of the Tasmanian Aboriginal Centre</i>
469	Friends of Soldiers Memorial Avenue	<b>John Wadsley</b> <i>President, Friends of Soldiers Memorial Avenue</i>

Rep No.	Representor	Speaker/s
474	MinterEllison for Crown in Right of Tasmania	<p><b>Chris Townshend KC</b>  <b>Anthony Spence</b>  <b>John Carey</b>  <i>Legal representatives – MinterEllison</i></p> <p><b>Kim Evans</b>  <i>Chairman, Macquarie Point Development Corporation</i></p> <p><b>Alistair Richardson</b>  <i>Project architect (Cox Architecture)</i></p> <p><b>Chris Goss</b>  <i>Expert witness – Visual impact assessment (Orbit Solutions)</i></p> <p><b>Dr Neil Mackenzie</b>  <i>Expert witness – Noise (KBR)</i></p> <p><b>Graeme Steverson</b>  <i>Expert witness – Transport (WSP)</i></p> <p><b>David Harradine</b>  <b>Michael Malakellis</b>  <i>Expert witnesses – Economics (KPMG)</i></p> <p><b>Neil Shephard</b>  <i>Expert witness – Planning (Neil Shephard &amp; Associates)</i></p>
659	Our Place – Hobart	<p><b>Roland Browne</b>  <i>Legal representative (FitzGerald and Browne Lawyers)</i></p> <p><b>Tim Biles</b>  <i>Expert witness – Planning (Tim Biles Project)</i></p> <p><b>Barry Murphy</b>  <i>Expert witness – Landscape architecture (Murphy Landscape Consultancy)</i></p> <p><b>Hamish Saul</b>  <i>Expert witness – Visual impact assessment</i></p>
669	Jerry De Gryse	<p><b>Jerry De Gryse</b>  <i>Landscape architect</i></p>
781	Business Events Tasmania	<p><b>Marnie Craig</b>  <i>CEO, Business Events Tasmania</i></p>
Nil	Environment Protection Authority	<p><b>Jennifer O'Farrell</b>  <i>Legal representative, Tasmanian Bar</i></p>

# Attachment F – Proponent’s proposed conditions

## Proposed conditions

### Land use planning and environmental conditions

The Project may proceed on the conditions set out in this Order (except those in Schedules 4 and 5), as if those conditions were the conditions of a permit issued by a planning authority under the *Land Use Planning and Approvals Act 1993* (Tas) and the *Local Government (Building and Miscellaneous Provisions) Act 1993* (Tas).

### Heritage conditions

The Project may proceed on the conditions set out in Schedule 4 to this Order, as if those conditions were the conditions of a permit issued under the *Historic Cultural Heritage Act 1995* (Tas).

### Environment Protection Authority conditions

The Project may proceed on the conditions set out in Schedule 5 to this Order, as if those conditions were imposed under the *Land Use Planning and Approvals Act 1993* (Tas) and the *Environmental Management and Pollution Control Act 1994* (Tas).

## LAND USE PLANNING CONDITIONS

### Conditions

#### Section A: Approved Plans and General Requirements

- A1. The use and development (including subdivision) must be carried out generally in accordance with the approved plans and documentation as provided in Schedule 2 of this permit, unless modified by a condition of this permit or under section 56 of the *Land Use Planning Approvals Act 1993* (Tas).
- A2. The use and development must comply with the conditions contained in the following Schedules to this permit:
  - (i) Schedule 3 – Aboriginal Heritage;
  - (ii) Schedule 4 – Historic Cultural Heritage;
  - (iii) Schedule 5 – Environment Protection Authority (EPA);
  - (iv) Schedule 6 – TasWater and
  - (v) Schedule 7 – Hobart City Council stormwater requirements.
- A3. Where any condition of this permit requires the submission and approval of a plan, strategy, report, or specification, the document must be prepared by a suitably qualified person and submitted to and approved by the Secretary, State Growth (or delegate), prior to the commencement of the relevant use or development (or any stage of use or development), unless otherwise specified. Once approved, the document becomes part of the permit and must be complied with. In approving relevant plans, strategy, report, or specification required by this permit, the Secretary, State Growth (or delegate) must consult with the relevant regulator for the enforcement for each plan, as listed in Schedule 8.
- A4. A copy of any approved plans, strategies, reports, or specifications (including any amendment to any approved plans, strategies, reports, or specifications) must be

provided to the relevant regulator for the enforcement for each plan, as listed in Schedule 8, within 14 days of approval.

Where any condition of this permit:

- (i) requires a plan to be prepared to the satisfaction of a person, agency or department; or
- (ii) allows requirements of conditions of this permit to be varied to the satisfaction of a person, agency or department,

then that person, agency or department must provide written evidence of their satisfaction to the relevant regulator for the enforcement for each plan, as listed in Schedule 8, within 14 days or prior to the Proponent relying on the plan or variation (whichever is earlier).

- A5. Except for matters of security, safety and commercial interest the approved plan, strategy, report or specification must be published either on the Proponent's or the Operator's website.
- A6. The agency responsible for enforcing the conditions in this permit is specified in Schedule 8.
- A7. The Stadium is approved to host sporting matches, concerts, functions, and social or community events. Events must not exceed 24,500 patrons, except for events in concert mode which may accommodate up to 31,500 patrons.
- A8. The Tasmanian Symphony Orchestra, the University Tasmania, the Baha'i Centre of Learning, the Hobart City Council and Federal Group, must be consulted in the preparation of the Construction and Environment Management Plan, Operational Noise Management Plan and Event Management Plans and, as they relate to noise and vibration.
- A9. The Construction and Environment Management Plan, Operational Noise Management Plan and Event Management Plans, as they relate to noise and vibration, must be independently reviewed by an Acoustic Engineer/Consultant (a person that is eligible for membership with the Australian Acoustical Society and is a Chartered Professional Engineer of the Institution of Engineers Australia).
- A10. Where attended measurements are required (e.g. to investigate complaints, monitor ad hoc events, construction activities, etc) by this permit, all noise and vibration measurements must be undertaken in accordance with the EPA, "Noise Measurement Procedures Manual", July 2008 (or such like manual approved by the EPA that replaces that manual).
- A11. The Secretary of State Growth must establish a Design Quality and Integrity Review Panel comprising 3 to 5 members with relevant qualifications and demonstrated expertise in:
  - (i) architecture;
  - (ii) landscape architecture;
  - (iii) urban design;
  - (iv) historic cultural heritage; and
  - (v) design review of major public realm and infrastructure projects during project design development and delivery.

As part of the 3 to 5 members appointed, the Design Quality and Integrity Review Panel must include:

- (i) the Tasmanian Government Strategic Architectural and Urban Design Advisor or equivalent;
- (ii) a person with expertise in historic cultural heritage, nominated by Heritage Tasmania; and
- (iii) a person with expertise in landscape architecture.

The purpose of the Design Quality and Integrity Review Panel is to review the architectural, landscaping and urban design solutions at the earliest opportunity within the design development process and iteratively as required, and to provide feedback to the Proponent to assist in the effective development of design prior to the approval of the:

- (i) Public Domain and Landscaping Plan; and
- (ii) Signage and Wayfinding Plan; and
- (iii) Design Plans,

required under Section B.

Before the Proponent submits the Public Domain and Landscaping Plan, Signage and Wayfinding Plan and the Design Plans (or any amendments, other than minor amendments, to those plans) to the Secretary, State Growth (or delegate) for approval the Proponent must seek the advice of the Design Quality and Integrity Review Panel on those plans. The Design Quality and Integrity Review Panel must provide written comments on those plans within 10 business days of those plans being provided to them. The written comments of the Design Quality and Integrity Review Panel must be made publicly available and must be provided to the Secretary, State Growth (or delegate) when any of the plans are submitted for approval.

- A12. As part of the consultant team; Cox Architecture, Cumulus, and Realm, or other appointed architectural, landscape architectural and urban design firms to the satisfaction of the Secretary, State Growth (or delegate) must be engaged to:
- (i) oversee design and construction of the development; and
  - (ii) ensure the design quality, integrity and appearance of the development is realised as shown in the endorsed plans or otherwise to the satisfaction of the Secretary, State Growth (or delegate).
- A13. A copy of these conditions and any associated documents referred in these conditions must be held in a location that is known to and accessible by the Proponent and Operator. The Proponent must ensure that all persons who are responsible for undertaking work on Project Land, including contractors and sub-contractors, are familiar with and act in accordance with the conditions relevant to their work.

#### **Section AA: Consultation requirements**

- AA1. For the purposes of this permit, if the Secretary, State Growth (or delegate) or other agency is required to consult with a person, or entity, under this permit in respect of a matter, the Secretary, State Growth (or delegate) or other agency is to give the person or entity:
- (i) at least 28 days to respond on the matter; or
  - (ii) such shorter period to respond on the matter, as may be agreed between the person or entity and the Secretary, State Growth (or delegate) or other agency.
- AA2. Nothing in this section prevents the Secretary, State Growth (or delegate) or other agency from:



- (i) agreeing to a longer period of consultation in respect of a matter; or
- (ii) extending a period of consultation if a person or entity requires further information before responding on the matter.

AA3. Where consultation with the relevant regulator is required pursuant to Condition A3, the Secretary, State Growth (or delegate) must make best endeavours to reach consensus in the timeframe that applies under AA1 or AA2 in relation to the provisions of any plan, strategy, report, or specification, as it relates to enforcement.

## **Section B: Staging and Design Approvals**

B1. Notwithstanding any requirements in this permit for certain plans to be prepared and approved before construction commences, Preparatory Works may occur prior to the approval of those plans subject to an up-to-date Site Environmental Management Plan being provided to the Director of the EPA. The Site Environmental Management Plan must be reviewed by an Accredited Environmental Auditor, as defined in Schedule 5, with any relevant advice incorporated into the Site Environmental Management Plan.

Any additional Preparatory Works, not contemplated in the current definition at Schedule 1 may be approved by the Minister or their delegate, in consultation with the Secretary, State Growth (or delegate) and the Director of the EPA.

B2. Use and development may be completed in stages. The corresponding obligations arising under this permit may be completed in accordance with an approved Staging Plan.

Where staging is proposed, a Staging Plan must be prepared and submitted to, and approved by, the Secretary, State Growth (or delegate), in consultation with the Director of the EPA, prior to the commencement of construction.

The Staging Plan must:

- (i) identify how relevant aspects of construction and operation will be staged and sequenced;
- (ii) set out the location, scope and details of development and works proposed within each stage; and
- (iii) describe how the obligations under this permit will be managed for each stage, having regard to construction timing, potential impacts, and the need for flexibility in sequencing.

The Staging Plan may be amended from time to time with the written approval of the Secretary, State Growth (or delegate).

B3. A Public Domain and Landscaping Plan must be prepared in accordance with Condition B4. The plan must be submitted to and approved by the Secretary, State Growth (or delegate) before such works commence.

B4. The Public Domain and Landscaping Plan required by Condition B3 must include:

- (i) details of all works within the public domain areas of the Project Land external to the buildings;
- (ii) location and design of event bus stops, a pedestrian and cyclists movement plan, signage and wayfinding including those elements that support the Operational Transport Management Plan;
- (iii) details of proposed works within the external public domain areas, as defined in this permit, including any associated public infrastructure;
- (iv) detailed landscape plans for both internal and external public domain areas

- (v) hard and soft landscaping details and all fixed furniture and other fixed elements;
  - (vi) asset management and maintenance;
  - (vii) details of security measures within the public domain on non-event days
  - (viii) crime prevention through environmental design (CPTED);
  - (ix) lighting details to demonstrate design integration with the architectural and landscape architectural solutions to support public safety, amenity, and any feature lighting, including modelling to minimise spill and impacts on neighbouring properties, and coordinated with the lighting assessment required by Condition D3;
  - (x) consideration of potential impacts on marine navigation and port operations, including:
    - a. sightlines to and from the Port Control Tower (in consultation with TasPorts);
    - b. sighting design and placement to avoid glare or distraction to marine navigation (in consultation with Marine and Safety Tasmania), with outcomes to inform the detailed lighting plan required under Condition D3.
  - (xi) interpretation plans including for matters of historical significance; and
  - (xii) details of proposed public art to be integrated as part of the architectural and landscape solution.
- B5. A Signage and Wayfinding Plan must be prepared by a Signage and Wayfinding consultant in accordance with Condition B6. The plan must be submitted to and approved by the Secretary, State Growth (or delegate) before such signage is installed.
- B6. The Signage and Wayfinding Plan required by Condition B5 must consider:
- (i) details of the location and dimensions of signage; and
  - (ii) details of any signage illumination.
- B7. Prior to the commencement of construction of each relevant stage, fully dimensioned and scaled Design Plans must be submitted to and approved by the Secretary, State Growth (or delegate), in consultation with the Director of the EPA.
- B8. The Design Plans must:
- (i) be generally in accordance with the plans and documentation listed in Schedule 2, unless modified by a condition of this permit or to integrate with the approved:
    - a. Public Domain and Landscaping Plan (Conditions B3 and B4);
    - b. Signage and Wayfinding Plan (Conditions B5 and B6);
    - c. Vehicle Access and Car Parking Design (Conditions B9 and B10);
    - d. Stormwater Design (Condition B11);
    - e. Electrical Network Plan (Condition B15); and
    - f. Accredited auditor's Site Suitability Statement for each certificate of title comprising the Project Land (Schedule 5 – EPA Conditions).
  - (ii) include the following:

- a. a site layout plan showing the location of all permanent above-ground roads, footpaths, public spaces, buildings and structures within the Project Land;
  - b. detailed plans, including elevations, sections, materials and finishes; and
  - c. detailed written specifications containing the information necessary to complete the works; and
  - d. any other details required to demonstrate compliance with the permit conditions or approved plans.
- B9. Prior to the commencement of construction of the relevant stage, detailed design plans for all traffic, access, parking, and circulation infrastructure within the site must be prepared by a suitably qualified and experienced traffic engineer and submitted to and approved by the Secretary, State Growth (or delegate). These plans must consider the following:
- (i) compliance with the performance-based principles and relevant sections of the Austroads Guide to Road Design, including for pedestrian and cyclist safety, shared use paths, and interface treatments;
  - (ii) design of driveways, internal roads, kerbs, footpaths, intersections, and associated infrastructure in accordance with the Tasmanian Standard Drawings (TSD), or where not addressed, the Austroads Guide to Road Design;
  - (iii) signage and line marking in accordance with AS 1742.2 and relevant Austroads guidelines;
  - (iv) car parking layout and access designed to comply with AS 2890.1:2004, or demonstrating an equivalent standard of safety, efficiency, and usability;
  - (v) bicycle parking facilities in accordance with AS 2890.3:2015;
  - (vi) vehicle barriers (if required) in accordance with AS 2890.1:2004 and AS/NZS 1170.1:2002;
  - (vii) sight distances at all access points in accordance with Figure 3.3 of AS/NZS 2890.1:2004, including elevations and visual transparency of adjacent obstructions; and
  - (viii) dimensions, levels, gradients, transitions, surface treatments, and drainage sufficient to demonstrate compliance with the above standards; and
  - (ix) any impact on operational access to neighbouring sites, including the Port of Hobart.
- B10. Prior to the commencement of the relevant stage of construction, a Car Parking Plan must be submitted to and approved by the Secretary, State Growth (or delegate). The Car Parking Plan must:
- (i) identify the proposed user types for all car parking spaces and how spaces will be allocated across the development;
  - (ii) detail the management of public parking in conjunction with the multiple uses of the site, including justification for the number and allocation of spaces based on anticipated demand;
  - (iii) have regard to the existing 499 public car parking spaces currently in use off Evans Street and how these will be retained, replaced, or modified as part of the development; and

- (iv) be consistent with and support the objectives and measures of the Operational Transport Management Plan required by Condition D11.
- B11. Prior to the commencement of the relevant stage of construction, detailed engineering drawings for stormwater infrastructure must be submitted to and approved by the Secretary, State Growth (or delegate) in consultation with the Hobart City Council's General Manager and be in accordance with the stormwater conditions contained in Schedule 7 of this permit.
- B12. Any excavation, earth-retaining structures (such as embankments, cuttings, or retaining walls), or footings within or supporting the road reservation must be designed and constructed to maintain the stability and integrity of the road reservation and its infrastructure.
- B13. Prior to the commencement of the relevant construction works, detailed design drawings, structural certificates, and associated geotechnical assessments must be submitted to and approved by the Secretary, State Growth (or delegate). These documents must be prepared and certified by a suitably qualified and experienced engineer, and must:
- (i) confirm the works will not impact the structural integrity of the road reservation during construction or operation;
  - (ii) comply with AS 4678-2002 and specify a design life consistent with Table 3.1 for major public infrastructure;
  - (iii) account for any additional surcharge loadings in accordance with relevant Australian Standards;
  - (iv) reference and respond to any relevant geotechnical investigations or findings;
  - (v) identify any necessary mitigation measures to protect road infrastructure;
  - (vi) detail the location and structural design of footings adjacent to the highway reservation; and
  - (vii) all works must be undertaken in accordance with the approved documents.
- B14. Detailed engineering design drawings of any proposed changes to existing public footpaths and shared use paths (as required by this development) must be submitted to and approved by the Secretary, State Growth (or delegate), after consultation with Hobart City Council and TasPorts prior to the commencement of the relevant construction stage (or subject to their consent where the relevant footpath or shared use path vests in that organisation). The drawings must:
- (i) demonstrate that proposed footpath levels provide unimpeded access from the street to the Project Land;
  - (ii) specify materials for the footpath and internal areas that offer cohesive urban design while clearly demarcating public and private realms;
  - (iii) ensure appropriate separation between footpaths, shared use paths and road carriageways; and
  - (iv) provide clear and continuous wayfinding paths for vision-impaired pedestrians, including treatments (such as building lines or tactile surfaces) to aid orientation and navigation.
- B15. Prior to the relevant stage of construction, an Electrical Network Services Plan must be prepared and submitted to and approved by the Secretary, State Growth (or delegate) and in consultation with TasNetworks. The Plan must:

- (i) confirm the final supply solution approved by TasNetworks' Network Planning Division for the Stadium and wider Macquarie Point precinct;
- (ii) demonstrate that the supply design will maintain resilience and not compromise the reliability of service to other users;
- (iii) identify and secure a dedicated substation site at natural ground level of adequate size for stadium and precinct supply infrastructure;
- (iv) identify and preserve existing and future utility corridors, including electricity network service corridors and easements for shared distribution network connections;
- (v) demonstrate compliance with TasNetworks' technical and safety standards; and
- (vi) confirm whether a Regulatory Investment Test (as required under the National Electricity Rules) is necessary, and that it will be completed prior to any works to which the test applies.

### **Section C: Construction Management**

- C1. At least 30 days prior to the commencement of the relevant construction stage, or other time approved by the Secretary, State Growth (or delegate) and the Director of the EPA, a Construction Environmental Management Plan (CEMP) must be submitted to and approved by the Secretary, State Growth (or delegate) and the Director of the EPA.

Approval may only be given once the Director of the EPA has confirmed in writing to the Secretary, State Growth (or delegate) that the CEMP has addressed all matters listed in Condition CN2(1)(i) – (1)(iv) of Schedule 5 and Condition C2 to the satisfaction Director of the EPA.

The CEMP may be prepared and approved in stages, provided it addresses the relevant environmental risks to the satisfaction of Director of the EPA.

- C2. Unless otherwise approved in writing by the Secretary, State Growth (or delegate) and the Director of the EPA, the CEMP must include sufficient detail to address the following requirements:
- (i) Aboriginal Heritage Conditions AH1, AH2, AH3 and AH6 in Schedule 3;
  - (ii) Historic Cultural Heritage Condition H7 in Schedule 4;
  - (iii) EPA Conditions G2, G3, G5, CN2, CN3 in Schedule 5;
  - (iv) TasWater infrastructure protection measures in accordance with Conditions T18, T19, T20 in Schedule 6;
  - (v) stormwater infrastructure protection measures in accordance with Conditions SW 1 and SW 5 in Schedule 7; and
  - (vi) a Construction Traffic Management Plan in accordance with Condition C3.
- C3. A Construction Traffic Management Plan (CTMP) must be submitted to and approved by the Secretary, State Growth (or delegate), prior to the commencement of the relevant stage of construction.

The CTMP must be prepared having regard to the approved Staging Plan and must include the matters set out in Condition C4.

The CTMP must be implemented throughout the relevant stage of construction and may be updated from time to time with the written approval of the Secretary, State Growth (or delegate).

- C4. The CTMP, required by condition C3, must include:
- (i) measures to avoid lane closures on key roads to minimise traffic impacts;
  - (ii) access arrangements for emergency services, port operations, and other essential traffic on Evans Street;
  - (iii) measures to maintain a safe and continuous connection along the InterCity Cycleway through to Hunter Street;
  - (iv) details of haulage routes, site access points, and associated safety and traffic control signage;
  - (v) identification of proposed temporary road or footpath closures and detour arrangements, including for pedestrian and cycling routes;
  - (vi) consultation protocols with State Growth, Hobart City Council, TasPorts, and any other affected stakeholders;
  - (vii) a communications plan for construction impacts, including direct stakeholder notifications and public updates;
  - (viii) anticipated dates for key construction milestones and high-movement periods;
  - (ix) planned operating hours for truck and vehicle movements; and
  - (x) strategies for managing peak construction traffic and staging in coordination with the approved CEMP.
- C5. Prior to the commencement of construction, a comprehensive dilapidation report must be submitted to the satisfaction of Secretary, State Growth (or delegate). The report must include:
- (i) a photographic and written record of the existing condition of:
    - a. Infrastructure adjacent to the site (including roads, stormwater systems, footpaths, driveway crossovers, the Hobart Rivulet Tunnel, nature strips, and service connections);
    - b. The Royal Engineers Building;
    - c. Buildings located on the southern side of Evans Street and other immediately adjacent to the construction area that may reasonably be affected by vibration, excavation, or construction activity; and
    - d. Buildings located to the east of Evans Street, which may be impacted by construction, including Port Tower and the Port Tower Building.
  - (ii) documentation of any pre-existing structural damage or defects;
  - (iii) identification of monitoring points (if required) to assist in post-construction evaluation.

Once the dilapidation report is to the satisfaction of the Secretary, State Growth (or delegate), a copy of the report must be provided to the owners of the relevant infrastructure.

#### **Section D: Operational Management and Adaptive Review**

- D1. The use of the Stadium for events must not commence until the following requirements have been implemented to the satisfaction of the Secretary, State Growth (or delegate):



- (i) provision of the Northern Access Road and Event Bus Plaza, or an alternative approved arrangement for bus patron access as identified in the Operational Transport Management Plan (Condition D11);
  - (ii) confirmation of operational arrangements for the provision of any required buses and ferries to support the Operational Transport Management Plan;
  - (iii) implementation of a communication and engagement plan in support of the Operational Transport Management Plan;
  - (iv) completion of landscaping and open space areas surrounding the Stadium;
  - (v) installation of lighting in open space areas surrounding the Stadium, along the Northern Access Road and Event Bus Plaza, and on Evans Street;
  - (vi) installation of wayfinding signage throughout the site;
  - (vii) provision of car parking (including DDA parking) required for events and daily operations;
  - (viii) installation of waste management facilities; and
  - (ix) completion of pedestrian and cycling infrastructure improvements identified in the approved Operational Transport Management Plan, including off-site works where required.
- D2. The operation of Major Events within the Stadium must not occur outside the following approved operational hours, unless otherwise approved in writing by the Secretary, State Growth (or delegate). The approved operational hours are related to Major Events and do not include patron ingress and egress, bump in and bump out, and other associated activities. The approved operational hours will not prevent the Operator from continuing to serve patrons inside food and beverage outlets, in line with the Operator's liquor licence, and provided the quiet enjoyment of space is maintained.
- (i) 8am to 8pm for day sporting matches, or training on the field of play;
  - (ii) 2pm to 11:00pm for twilight and night sporting matches;
  - (iii) noon to 11:00pm for concerts; and
  - (iv) noon to 8pm for concert rehearsal or sound checks.
- The approved operational hours must be clearly communicated to event organisers and incorporated into the Event Management Plan required under Condition D7.
- D3. An integrated lighting strategy, detailed lighting plan and assessment for all external lighting and floodlighting of the Stadium and surrounding areas must be prepared and submitted to and approved by the Secretary, State Growth (or delegate) (Lighting Plan).
- The Lighting Plan must:
- (i) be consistent with the approved Public Domain and Landscaping Plan under Conditions B3 and B4 and the Signage and Wayfinding Plan under conditions B5 and B6;
  - (ii) comply with the concept lighting strategy and the recommendations of the external lighting and stadium floodlighting assessment;
  - (iii) demonstrate compliance with AS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting);
  - (iv) confirm predicted lux levels at the boundaries of the site;



- (v) address light spill and glare control, including consideration of roof design, surface reflectivity, and shielding;
  - (vi) ensure any security lighting not required for pedestrian safety is baffled to prevent light trespass beyond the site boundary;
  - (vii) identify any proposed restrictions on lighting hours and explain how these balance operational requirements with amenity protection;
  - (viii) include a dedicated section addressing lighting for pedestrian paths and car parking areas, demonstrating compliance with AS/NZS 1158.3.1:2005 (Category P lighting), including:
    - (ix) layout and spacing of luminaires;
      - a. predicted illumination levels,
      - b. compliance certification by a suitably qualified lighting engineer,
      - c. integration of CPTED principles into the lighting design, and
    - (x) lighting must be designed and located to avoid causing visual distraction or hazard to marine navigation, including for vessels using the River Derwent and navigating under the Tasman Bridge. The final lighting design must be reviewed in consultation with Marine and Safety Tasmania.
- D4. Prior to the commencement of use, all traffic, access, and parking infrastructure—including driveways, internal roads, circulation areas, parking spaces, shared paths, and bicycle parking—must be:
- (i) constructed in accordance with the approved design documentation;
  - (ii) completed to a sealed, all-weather standard (e.g. asphalt, concrete, pavers, or approved equivalent); and
  - (iii) surface drained to connect with the approved stormwater infrastructure.
- Certification must be provided by a suitably qualified engineer confirming the infrastructure has been constructed generally in accordance with the approved design plans and complies with all applicable standards.
- D5. Prior to the commencement of use, an Operational Management Plan must be submitted to and approved by the Secretary, State Growth (or delegate) in accordance with the requirements of Condition D6.
- D6. The preparation of the Operational Management Plan must consider the following plans, as set out in Conditions D7 to D11:
- (i) the Events Management Plan;
  - (ii) the Security Management Plan;
  - (iii) the Operational Waste Management Plan;
  - (iv) the Flood and Emergency Evacuation Management Plan; and
  - (v) the Operational Transport Management Plan.
- The approved Operational Management Plan is a prerequisite to the operational use of the Stadium and must be implemented as approved.
- D7. An Events Management Plan must be prepared and submitted to the Secretary, State Growth (or delegate) no later than 18 months prior to the commencement of use of the Stadium, or by a later date approved in writing by the Secretary, State Growth (or delegate).

The Events Management Plan should consider the following:

- (i) patron management, ticketing, and pre-event travel advice;
- (ii) arrival and departure arrangements for patrons;
- (iii) arrival requirements for players and event staff;
- (iv) emergency responder access and coordination;
- (v) operational staff movements and needs;
- (vi) transport and traffic management, including public transport integration, event bus planning, and ticketing arrangements agreed with transport operators;
- (vii) travel behaviour change initiatives to encourage non-car-based travel;
- (viii) protocols for coordination with other events and activities in the vicinity and broader urban area;
- (ix) protocols for the coordination of cruise ship arrival timing and impacts;
- (x) port operations and access;
- (xi) noise management for major events, including any requirements of the Operational Noise Management Plan approved under condition D12;
- (xii) management of events at the Cenotaph; and
- (xiii) delivery and servicing arrangements for food, drink, and goods as may be relevant to various types of events.

- D8. A Security Management Plan must be prepared and submitted to the Secretary, State Growth (or delegate) no later than 12 months prior to the commencement of use of the Stadium, or by a later date approved in writing by the Secretary, State Growth (or delegate). The Security Management Plan must be approved prior to the commencement of stadium use.

The Security Management Plan must consider the following:

- (i) security personnel requirements and deployment arrangements;
- (ii) lighting provisions to support safe arrival and departure of patrons;
- (iii) Crime Prevention Through Environmental Design (CPTED) responses integrated into the Stadium and public domain design;
- (iv) traffic management requirements linked to security operations;
- (v) terrorism tactic and attack vector methodologies; and
- (vi) coordination with Tasmania Police for attendance and operational response during events; and
- (vii) interface with the security controls, systems and requirements of the Port of Hobart.

- D9. An Operational Waste Management Plan must be prepared in consultation and submitted to the Secretary, State Growth (or delegate) no later than 6 months prior to the commencement of use of the Stadium, or by a later date approved in writing by the Secretary, State Growth (or delegate). Before approving the Operational Waste Management Plan the Secretary, State Growth (or delegate), must consult with the Director of the EPA.

The Operational Waste Management Plan must address:

- (i) waste storage systems and infrastructure;

- (ii) recycling and waste diversion programs;
- (iii) waste collection scheduling, logistics, and access;
- (iv) measures to achieve waste avoidance; and
- (v) location and number of waste and recycling bins in and around the Stadium, sufficient to manage event-related waste and prevent littering.

D10. A Flood and Emergency Evacuation Management Plan must be prepared in consultation with relevant emergency services, and submitted to the Secretary, State Growth (or delegate) no later than 12 months prior to the commencement of the use of the Stadium, or by a later date approved in writing by the Secretary, State Growth (or delegate).

An Emergency Management and Incident Response Plan (Intelligent Risks Pty Ltd, January 2025) has been prepared and may be used to inform the final Plan. The final Plan must be updated to reflect the Stadium's detailed design and interface with the broader precinct and must include, at a minimum:

- (i) access requirements and designated routes for emergency service vehicles (e.g. ambulance, fire, police);
- (ii) flood risk mitigation strategies, including identification of safe access and egress routes in flood conditions;
- (iii) evacuation procedures for patrons, staff, and mobility-impaired persons, including provisions for full, partial, and shelter-in-place evacuations;
- (iv) crowd management and evacuation strategies for event buses, performers, and stadium staff under both Event and Non-Event Mode; and
- (v) traffic management measures to support emergency response and large-scale egress, including coordination with the wider road network and relevant road authorities which may include the closure of roads they manage.

D11. An Operational Transport Management Plan (OTMP) must be prepared and submitted to the Secretary, State Growth (or delegate) no later than 18 months prior to the commencement of Stadium use, or by a later date approved in writing by the Secretary, State Growth (or delegate).

The OTMP must:

- (i) support the proposed targets for non-car mode share for people attending events at the Stadium;
- (ii) identify all parties responsible for managing event-related transport, including State and local government agencies, public transport operators, and traffic management contractors;
- (iii) detail the permanent infrastructure available to support transport operations, and identify temporary measures (e.g. traffic controls, barriers, or additional services) required for different types and scales of events;
- (iv) establish a clear operational framework for event planning, coordination, and communication, including procedures for scenario-based transport planning;
- (v) coordinate transport planning with other significant events occurring concurrently in Hobart, including cruise ship visits and events at the Cenotaph;
- (vi) outline specific strategies and operational tactics to manage traffic flow, pedestrian access, the movement and frequency of public transport services,

and cyclists travelling to and around the precinct, with the ability to adapt to varying event types, attendance levels, and time of day/week;

- (vii) outline management strategies for pedestrians and cyclists.
- (viii) include protocols for engaging public transport providers to ensure sufficient supply of event buses, general access buses, and ferry services, including funding arrangements and obligations for each event organiser;
- (ix) include an Event Parking Management Plan, identifying available parking locations, restrictions or closures to existing parking areas, access and egress routes, and any agreements with car park operators regarding hours of operation;
- (x) consider access needs for the general community, including non-event users of the area, to minimise disruption to citywide movement, access, and amenity for all transport modes during events.
- (xi) demonstrate how access for port operations, including over-dimensional cargo and cruise ship-related transport, will be managed during event and non-event periods;
- (xii) include protocols for ongoing coordination with TasPorts, including during post-event dispersal and operational updates to reflect evolving precinct demands; and
- (xiii) include consideration of sightlines from the Port Control Tower and measures to avoid or manage any visual obstruction that may impact navigational safety, in consultation with TasPorts and Marine and Safety Tasmania.

The OTMP may be updated from time to time with the approval of the Secretary, State Growth (or delegate).

- D12. An Operational Noise Management Plan (ONMP) must be prepared and submitted to the Secretary, State Growth (or delegate), prior to the commencement of Stadium operations.

The ONMP must:

- (i) establish event-specific operational noise limits and performance criteria;
- (ii) include protocols for noise monitoring during all major events, with unattended noise loggers positioned at representative noise-sensitive receivers (including residential areas and cultural facilities);
- (iii) require that noise monitoring data is retained for a minimum of 90 days and made available upon request of the Secretary, State Growth (or delegate) or the General Management, Hobart City Council;
- (iv) outline a complaints handling and response procedure, including record-keeping, investigation protocols, availability of any noise monitoring and feedback mechanisms;
- (v) identify noise trigger thresholds and associated operational mitigation responses;
- (vi) reference the findings and recommendations of the Noise and Vibration Assessment;
- (vii) provide that Major Concert events (excluding patron ingress and egress, bump in and bump out, and associated activities) must not commence before 9am and must cease before 11.00pm and be restricted as follows:

- a. up to three events per annum with noise levels (Leq,15min) no greater than 75 dBA and 90 dBC when measured at any off-site sensitive receiver location;
  - b. an additional nine events per annum with noise levels (Leq,15min) no greater than 65 dBA and 80 dBC when measured at any off-site sensitive receiver location, and
  - c. unless otherwise approved by the Secretary, State Growth (or delegate), in consultation with the General Manager, Hobart City Council, and subject to post-occupancy operational review.
- (viii) unless otherwise approved by the Secretary, State Growth (or delegate), in consultation with the Director of the EPA (or delegate) and General Manager, Hobart City Council, and subject to post-occupancy operational review. Ensure that noise limits other than for Major Concert events (i.e., Business-as-Usual and Game Day events) must be limited to an LAeq,15min no more than the EPP Noise indicator levels (with daytime, evening and night-time defined as per the EPA's Noise Measurement Procedures Manual July 2008.) or 5 dB above the background noise level (LA90,15min), whichever is the greater. Maximum noise levels (LAFmax) for game sirens must be limited to 65dBA or the typical existing maximum noise levels (LAFmax), whichever is greater;
- (ix) require that permanent noise monitors should be located outside the Stadium at the boundaries of the site (west, south and east) and to the north at the Cenotaph (recognizing the cultural significance of the site ensuring its location is unobtrusive). All noise loggers must be mounted above ground (at around 10m, where practicable), incorporate environmental protection, be able to provide a live/real-time monitoring capability, and be maintained and calibrated as required;
- (x) identify that noise levels from the Public Address system should not exceed the levels provided in the table below when measured at any facade (inside) of the Stadium. Permanent noise monitors must be positioned within the Stadium, providing live/real-time monitoring capability to demonstrate compliance with these noise levels (octave bands);

Public Address System Noise Levels								
Noise Level	63Hz	125Hz	250Hz	500Hz	1kHz	2kHz	4kHz	Total
Leq,15min in dB	81	91	83	84	81	77	74	93

- (i) identify Major concert music levels should not exceed the levels provided in the table below when measured at any facade (inside) of the Stadium. Permanent noise monitors must be positioned within the Stadium, providing live/real-time monitoring capability to demonstrate compliance with these noise levels (octave bands); and

Major Concert Music Noise Levels								
Noise Level	63Hz	125Hz	250Hz	500Hz	1kHz	2kHz	4kHz	Total
Leq,15min in dB	112	108	104	100	97	95	93	114

- (ii) be reviewed and updated as necessary following each Post-Occupation Review cycle required by Condition D13.

**D13. Post-Occupation Review of Event Operations**

- (i) The Operator must monitor the following event types for a minimum of two years after the commencement of Stadium use, and prepare a compliance table against each of the operational plans listed in Condition D6:
  - a. all concert events,
  - b. at least two sporting events each quarter, comprising a range of event types and attendance levels, and
  - c. events involving activities that extend over multiple days.
- (ii) Any changes to approved plans, strategies, reports or specifications arising from the post-occupation review must be applied for within 12 months of completing the relevant review.
- (iii) A Post-Occupation Review of Event Operations must be submitted to the Secretary, State Growth (or delegate) every six months for two years in accordance with the requirements of D13(i). Each review must:
  - a. validate the effectiveness of each of the plans listed in Condition D11 and D12,
  - b. evaluate the performance of the Operational Management Plan required by condition D6, and
  - c. be submitted within 3 months of each monitoring period.
- (iv) Each review submitted under D13(iii) must include:
  - a. event type, teams/entertainers and timings,
  - b. patron and staff numbers,
  - c. rehearsal and sound test summaries,
  - d. data summaries and performance against plan targets,
  - e. identification of unmet commitments,
  - f. comparison between predicted and actual impacts,
  - g. transport management impacts and traffic congestion and accessibility in relation to the operation of the Stadium (including for non-event users of the precinct),
  - h. key stakeholder engagement findings to confirm third party impacts on their assets and or operations from at least:
    - o Department of State Growth – State Roads;
    - o TasPorts;
    - o Hobart City Council; and
    - o adaptive management responses implemented.
- (v) A social impact report must be completed 18 months after the commencement of operations and provided to the Secretary, State Growth (or delegate).

**D14. The final plan of subdivision (consolidation) and associated Schedule of Easements must provide for all necessary easements to the satisfaction of the Secretary, State**

Growth (or delegate), in consultation with the Hobart City Council, TasWater, and TasNetworks. These easements must include, but are not limited to:

- (i) existing pipelines, stormwater infrastructure, and the Hobart Rivulet, where these services pass through any lots shown on the final plan;
- (ii) existing and proposed electricity infrastructure, including substations and shared distribution network points of supply; and
- (iii) any strategic utility corridors required to support long-term service provision across the precinct, including future electricity network service corridors.

The applicant must submit to the Hobart City Council a copy of the surveyor's survey notes at the time of lodging the final plan. All easements must be in favour of the relevant infrastructure authority.



## Schedule 1 – Definitions

**Construction** means activities associated with construction of the activity, including but not limited to, site works to create a level site, earthworks, rock breaking and installation of infrastructure whether on land or in water, and associated activities.

**Design Plans** means documents described in condition B5 of this permit.

**Development** means development within the meaning of the *Land Use Planning Approvals Act 1993* (Tas).

**EPA** means the Environment Protection Authority as established under the *Environmental Management and Pollution Control Act 1994* (Tas).

**LUPA Act** means the *Land Use Planning and Approvals Act 1993* (Tas).

**Management Plans** means air quality management plan, noise and vibration management plan, estuarine water quality monitoring plan, contingency management plan, stormwater management plan, environmentally hazardous materials management plan, and waste materials management plan.

**Major Events** means sporting, entertainment and other events which have in excess of 3,000 patron numbers;

**MPDC Act** means the *Macquarie Point Development Corporation Act 2012* (Tas).

**Operator** means Stadiums Tasmania as established under the *Stadiums Tasmania Act 2022* (Tas).

**Preparatory Works** means topographical or feature survey work including installation of controls and markers, dilapidation surveys, underground service location including potholing, geotechnical investigations including drilling, coring, test pitting and hand testing (where those investigations are unlikely to cause off-site amenity impacts), collection of samples for analysis including of contaminated materials, installation of monitoring stations, installation of mitigation measures for sediment and erosion control, installation of temporary fencing, hoarding, construction signage, and environmental and traffic management measures, establishment of temporary facilities to support construction (e.g. site offices and laydown areas), installation of temporary testing rigs that do not require excavation for structural foundations, establishment of exclusion zones for protected areas, archaeological investigations, geoheritage investigations, minor utility protection works, site remediation works carried out in accordance with a certification issued by an Accredited Environmental Auditor under section 39F of the MDPC Act, maintenance of existing facilities under the control of the Proponent.

**Project** means the use and development (including subdivision) of the Project Land for:

- (a) A multipurpose stadium;
- (b) Relocation of the Hobart Railway Goods Shed on the Project Land;
- (c) Concourse and plaza surrounding the stadium;
- (d) Demolition;
- (e) Access, parking, landscaping, signage and associated works.

**Project Land** means the land at Macquarie Point, Hobart, comprised in the following certificates of title, as specified in the Register on the day on which this definition commences:

- (a) Volume 13583, Folio 1;
- (b) Volume 20452, Folio 2;

- (c) Volume 45404, Folio 1;
- (d) Volume 129483, Folio 6;
- (e) Volume 179192, Folio 2;
- (f) Volume 179192, Folio 3;
- (g) Volume 179192, Folio 4;
- (h) Volume 210801, Folio 1.

**Proponent** means the Macquarie Point Development Corporation as established under the MPDC Act.

**Site Environmental Management Plan** is an environmental management plan approved by the Accredited Environmental Auditor as set out in section 39F of the *Macquarie Point Development Corporation Act 2012*.

**SPP Act** means the *State Policies and Projects Act 1993* (Tas).

**Stadium** means the multipurpose stadium proposed as part of the Project.

**State Stormwater Strategy** means the State Stormwater Strategy, Department of Primary Industries, Parks, Water and Environment, 2010.

**Use** means use within the meaning of the *Land Use Planning Approvals Act 1993* (Tas).

**Works** means works within the meaning of the *Land Use Planning Approvals Act 1993* (Tas).

## Schedule 2 – Approved Plans

### Approved Plans

SHEET NUMBER	SHEET NAME	Current Revision
MPMS-CXC-DR-01-A00-0000	COVER SHEET - DRAWING INDEX	P4
MPMS-CXC-DR-01-A11-1000	SITE PLAN EXISTING CONDITIONS	P2
MPMS-CXC-DR-01-A11-2000	SITE PLAN PROPOSED	P2
MPMS-CXC-DR-01-A11-3000	GROUND PLANE - EXTERNAL CONCOURSE PLAN	P2
MPMS-CXC-DR-01-A12-0000	NORTHERN CAR PARK	P3
MPMS-CXC-DR-01-A15-1000	EXISTING CONDITIONS AND DEMOLITION PLAN - LEVEL GROUND	P2
MPMS-CXC-DR-01-A18-0000	GROUND PLANE - EXTERNAL CONCOURSE PLAN MODAL SPLIT AFL	P1
MPMS-CXC-DR-01-A18-0001	GROUND PLANE - EXTERNAL CONCOURSE PLAN MODAL SPLIT CONCERT	P1
MPMS-CXC-DR-01-A20-0010	GENERAL ARRANGEMENT - LEVEL 0 FIELD LEVEL PLAN	P3
MPMS-CXC-DR-01-A20-0020	GENERAL ARRANGEMENT - LEVEL 1 CONCOURSE PLAN	P2
MPMS-CXC-DR-01-A20-0021	GENERAL ARRANGEMENT - LEVEL 1M PLAN	P2
MPMS-CXC-DR-01-A20-0030	GENERAL ARRANGEMENT - LEVEL 2 STADIUM CLUB PLAN	P2
MPMS-CXC-DR-01-A20-0040	GENERAL ARRANGEMENT - LEVEL 3 MEDIA PLAN	P2
MPMS-CXC-DR-01-A20-0050	GENERAL ARRANGEMENT - LEVEL 4 GANTRY LEVEL	P3
MPMS-CXC-DR-01-A20-0060	GENERAL ARRANGEMENT - ROOF PLAN	P3
MPMS-CXC-DR-01-A30-2000-1	BUILDING ELEVATIONS - EAST AND WEST	P3
MPMS-CXC-DR-01-A30-2000-2	BUILDING ELEVATIONS - NORTH AND SOUTH	P4
MPMS-CXC-DR-01-A30-2000-3	FAÇADE PART ELEVATION	P4
MPMS-CXC-DR-01-A30-2000-4	FAÇADE PART ELEVATION	P3
MPMS-CXC-DR-01-A30-2000-5	FAÇADE PART ELEVATION	P3
MPMS-CXC-DR-01-A30-2000-6	FAÇADE PART ELEVATION	P3
MPMS-CXC-DR-01-A30-2000-7	EXTERNAL MATERIALS SCHEDULE	P3
MPMS-CXC-DR-01-A30-2000-8	EXTERNAL MATERIALS SCHEDULE	P3
MPMS-CXC-DR-01-A40-0000-0	SITE SECTIONS	P2
MPMS-CXC-DR-01-A40-0010-0	BUILDING SECTIONS - EAST	P2

MPMS-CXC-DR-01-A40-0011-0	BUILDING SECTIONS - NORTH	P2
MPMS-CXC-DR-01-A40-0012-0	BUILDING SECTIONS - SOUTH	P2
MPMS-CXC-DR-01-A40-0013-0	BUILDING SECTIONS - WEST	P2
MPMS-CXC-DR-01-A80-0000	SOLAR STUDIES	P2
MPMS-OCR-DR-LA-00-0001	LEGEND	P1
MPMS-OCR-DR-LA-00-0010-1	SECURITY INFRASTRUCTURE	P1
MPMS-OCR-DR-LA-00-0012-1	PRECINCT SHEET LAYOUT PLAN 1-100	P1
MPMS-OCR-DR-LA-00-0090-0002	PLANTING SCHEDULE	P1
MPMS-OCR-DR-LA-20-0001-A	SURFACE FINISHES PLAN - ZONE A	P1
MPMS-OCR-DR-LA-20-0002-B	SURFACE FINISHES PLAN - ZONE B	P1
MPMS-OCR-DR-LA-20-0003-C	SURFACE FINISHES PLAN - ZONE C	P1
MPMS-OCR-DR-LA-20-0004-E	SURFACE FINISHES PLAN - ZONE E	P1
MPMS-OCR-DR-LA-20-0005-G	SURFACE FINISHES PLAN - ZONE G	P1
MPMS-OCR-DR-LA-20-0006-H	SURFACE FINISHES PLAN - ZONE H	P1
MPMS-OCR-DR-LA-20-0007-J	SURFACE FINISHES PLAN - ZONE J	P1
MPMS-OCR-DR-LA-20-0008-L	SURFACE FINISHES PLAN - ZONE L	P1
MPMS-OCR-DR-LA-20-0009-M	SURFACE FINISHES PLAN - ZONE M	P1
MPMS-OCR-DR-LA-20-0010-R	SURFACE FINISHES PLAN - ZONE R	P1
MPMS-OCR-DR-LA-20-0011-S	SURFACE FINISHES PLAN - ZONE S	P1
MPMS-OCR-DR-LA-20-0012-T	SURFACE FINISHES PLAN - ZONE T	P1
MPMS-OCR-DR-LA-20-0013-U	SURFACE FINISHES PLAN - ZONE U	P1
MPMS-OCR-DR-LA-20-0014-V	SURFACE FINISHES PLAN - ZONE V	P1
MPMS-OCR-DR-LA-20-0015-W	SURFACE FINISHES PLAN - ZONE W	P1
MPMS-OCR-DR-LA-20-00160-X	SURFACE FINISHES PLAN – ZONE X	P1
MPMS-OCR-DR-LA-20-0018-Z	SURFACE FINISHES PLAN - ZONE Z	P1

## Schedule 3 – Aboriginal Heritage Conditions

- AH1. An archaeologist and Aboriginal Heritage Officer (AHO) must be present to monitor the removal of topsoil during Approved Works at AH 13901 to a depth that is deemed to be sterile of Aboriginal heritage potential by the archaeologist and AHO.
- AH2. The Approved Works are any works required to complete the Stadium as described in the final Macquarie Point Development Corporation Project Proposal and confined to the Project Land.
- AH3. Relics observed by the Archaeologist and AHO can be collected and stored with other Aboriginal heritage material already removed from the project site and in the custody of the Proponent. The consultants are to seek advice from Aboriginal Heritage Tasmania regarding the relics to be collected or not collected.
- AH4. Any subsequent re-location of any relics recovered from AH 13901 at Macquarie Point, including any future use for interpretive purposes, must be consistent with advice sought from the Aboriginal Heritage Council following consultation with the Tasmanian Aboriginal community.
- AH5. Consultation with the Tasmanian Aboriginal community regarding the future location of relics and any future use for interpretive purposes, is the responsibility of the Proponent. The consultation process must be completed no later than one (1) year after the formal completion of the proposed development.
- AH6. Prior to the commencement of construction an Unanticipated Discovery Plan (UDP) must be prepared to the satisfaction of the Minister for Aboriginal Affairs, in consultation with Aboriginal Heritage Tasmania (AHT). The UDP must include the following requirements:
1. Other than Skeletal Material - Discovery of Aboriginal Relics other than Skeletal Material Step 1: Any person who believes they have uncovered Aboriginal relics should notify all employees or contractors working in the immediate area of the uncovered relic that all earth disturbance works must cease immediately. Step 2: A temporary 'no-go' or buffer zone of at least 10m should be established around all visible Aboriginal relics to protect the suspected Aboriginal site, where practicable. No unauthorised entry or works should be allowed within this 'no-go' zone until the suspected Aboriginal relics have been assessed by a consulting archaeologist, AHO or AHT staff member. Step 3: Contact AHT on 1300 487 045 as soon as possible but no later than 48hrs from the discovery of the relic and inform them of the discovery. Documentation of the find should be emailed to [aboriginal@heritage.tas.gov.au](mailto:aboriginal@heritage.tas.gov.au) as soon as possible. AHT will then provide further advice.
  2. Skeletal Material - Discovery of Skeletal Material Step 1: Call the Police (or if practical, a coroner) immediately. Under no circumstances should the suspected skeletal material be touched or disturbed. It is advisable to immediately treat the area as a potential crime scene, and remove all personnel and equipment that may contaminate the area. Step 2: Any person who believes they have uncovered skeletal material should notify all employees or contractors working in the immediate area that all earth disturbance works cease immediately. Step 3: A temporary 'no-go' or buffer zone of at least 50m should be established to protect the suspected skeletal material, where practicable. No unauthorised entry or works will be allowed within this 'no-go' zone until the suspected skeletal remains have been dealt with under the *Coroners Act 1995* (Tas) or the *Criminal Code Act 1924* (Tas). Step 4: Should the skeletal material be determined to be Aboriginal, the Coroner will contact the Aboriginal organisation approved by the

Attorney-General, as per the *Coroners Act 1995* (Tas) and AHT as per the *Aboriginal Heritage Act 1975* (Tas).

## Schedule 4 – Historic Cultural Heritage Conditions

- H1. Before the relocation of the Goods Shed, a Heritage Conservation Management Plan (HCMP) must be prepared to the satisfaction of Heritage Tasmania. The purpose of the HCMP is to provide detail on the management of relevant heritage matters.
- H2. The HCMP must include a methodology for dismantling, storing and re-erecting the Goods Shed, including alteration, adaptation and interpretation having regard to The Goods Shed Initial Conservation Management Plan (16 May 2025), and must be prepared by a suitably qualified and experienced heritage practitioner prior to the commencement of the dismantling of the building.
- H3. The HCMP must be informed by a structural assessment and extant recording of the Goods Shed undertaken by a suitably qualified and experienced structural engineer to ensure that the building is relocated with minimal loss of heritage fabric and is conserved with a high degree of integrity and authenticity.
- H4. The relocation of the Goods Shed must be carried out with regard to any requirements or recommendations of the methodology specified in Condition H1 of Schedule 4.
- H5. The HCMP referred to in Condition H1 of Schedule 4, must be made publicly available by the permit holder prior to the commencement of relevant works.
- H6. Any substantial departure from the methodology specified in the HCMP that is required by Condition H1 of Schedule 4 must be endorsed by Heritage Tasmania, prior to any of that relevant action being taken.
- H7. Following relocation of the Goods Shed – and prior to being occupied for use – a revised HCMP for the Goods Shed is to be prepared by a suitably qualified and experienced heritage practitioner and made publicly available.
- H8. The CEMP must include provisions to protect nearby heritage sites from excess vibrations that may impact on the structures. The scope of vibration monitoring must be developed in consultation with a suitably qualified and experienced structural engineer.
- H9. The HCMP required by Condition H1 of Schedule 4 must include a Statement of Historical Archaeological Potential (SoAP) prepared in accordance with Part 2 of the current version of the Tasmanian Heritage Council's Practice Note 2 "Managing Historical Archaeological Significance in the Works Process".
- H10. If the SoAP required by Condition H8 indicates that culturally significant archaeological values may be impacted by the works and avoidance in all or parts of such areas is not possible, then an Archaeological Method Statement (AMS) for managing the archaeological values must be prepared in accordance with Parts 3 to 8 of the current version of the Tasmanian Heritage Council's Practice Note 2 "Managing Historical Archaeological Significance in the Works Process" and this must be submitted to Heritage Tasmania for advice prior to the commencement of relevant works.
- H11. If an AMS produced as required by Condition H9 recommends any archaeological processes are to be undertaken, then these must be completed in accordance with the AMS prior to the commencement of building excavation work.
- H12. The HCMP must include policies for management of artefacts and in situ archaeological deposits, including recovering, recording, cataloguing, protecting, conserving, temporary storage and long-term management.
- H13. Any design changes to the Project that are likely to result in greater impacts on the historic cultural heritage significance of any place listed on the Tasmanian Heritage Register within the area identified in section 5.3.3 of the TPC's Macquarie Point



Multipurpose Stadium Guidelines must be subject to, and have regard for, further assessment and advice to minimise impacts. The assessment and advice must be by a qualified and experienced heritage practitioner and have regard to comments from Heritage Tasmania.

- H14. Prior to the commencement of any demolition works of the Goods Shed, Red Shed, or Hydro Electric Commission Building, an archival record of the buildings is to be prepared in accordance with the Tasmanian Heritage Council's current version of Practice Note 3, and the archival record is to be made publicly available.
- H15. In accordance with Conditions B3 and B4, the interpretation of the heritage of the site must be accessible to the public on-site. The heritage interpretation may include the preparation of oral histories to capture the social history of the project site and its former uses to inform and enrich the interpretation. Heritage interpretation must be prepared in conjunction with a heritage interpretation specialist.
- H16. The Public Domain and Landscaping Plan (Conditions B3 and B4) must:
1. include landscaping surrounding the Goods Shed in its relocated position that is informed by the revised HCMP required by Condition H6 of Schedule 4;
  2. ensure public realm treatments – including signage and lighting – minimise light spill and visual impact on heritage places;
  3. ensure the following outcomes are substantially delivered in respect of specific heritage places:
    - (i) THR 2397 41 Hunter Street (UTAS Centre for the Arts, formerly part of H. Jones & Co) - avoid illuminated or other signage that substantially impacts on the prominence of the IXL sign or the articulated roof form when viewed from the intersection of Victoria Dock and Franklin Wharf;
    - (ii) THR 11961 Henry Jones & Co. IXL Jam Factory - avoid illuminated or other signage that detracts from the prominence of the articulated roof form when viewed from the intersection of Victoria Dock and Franklin Wharf;
    - (iii) THR 7137 Cenotaph, Anzac Parade, and Queens Battery – ensure that illuminated and other signage is kept outside of key view lines and view cones to Cenotaph, Anzac Parade and Queens Battery;
    - (iv) THR 2280 Royal Engineers Building– ensure landscaping and public realm works are designed to respond positively to the historic cultural heritage values of the Royal Engineers Building, and that illuminated or other signage that has potential to intrude on the setting of this heritage place, including views from Tasman Highway, is minimised including through the use of reduced illumination at times when the Stadium is not in public access event mode; and
    - (v) THR 12022 Victoria Dock and Constitution Dock – interpret connections with the railway site by retaining and interpreting any remnant rail tracks.

## Schedule 5 – Environment Protection Authority (EPA) Conditions

**In addition to the definitions in Schedule 1 the following definitions apply to Schedule 5:**

**Accredited Environmental Auditor** means a person who is accredited under R2, or section 39F(3) of the MPDC Act.

**Activity** means construction of the Macquarie Point Multipurpose Stadium development and associated works approved by this permit.

**Activity Area** means the area to be used for the Activity when these conditions take effect, as shown in the Design Plans.

**Controlled Waste** has the meaning described in Section 3(1) of EMPCA.

**Director** means the Director, Environment Protection Authority holding office under Section 18 of EMPCA and includes a delegate or person authorised in writing by the Director to exercise a power or function on the Director's behalf.

**EMPCA** means the *Environmental Management and Pollution Control Act 1994* (Tas).

**Environmental Harm** and **Material Environmental Harm** and **Serious Environmental Harm** each have the meanings ascribed to them in Section 5 of EMPCA.

**Environmental Nuisance** has the meaning described in Section 3 of EMPCA.

**Environmentally Hazardous Material** means any substance or mixture of substances of a nature or held in quantities which present a reasonably foreseeable risk of causing serious or material environmental harm if released to the environment and includes fuels, oils, waste and chemicals but excludes sewage.

**Environmental Monitoring Data** means results of laboratory and field testing of soil, sludge, water, dust, air or other environmental media. It also includes results of noise and vibration monitoring.

**Noise sensitive receiver** means all areas where the occupants, buildings or land use are potentially susceptible to the adverse effects of exposure to noise.

**Person Responsible** is any person who is or was responsible for the activity to which this document relates and includes the officers, employees, contractors, joint venture partners and agents of that person, and includes a body corporate.

**Reporting Period** means the financial year.

**Site Suitability Statement** means a certification by an accredited environmental auditor that the remediation of the Activity Area (or part of thereof) has occurred to a standard that is satisfactory for the purposes of the proposed development, in accordance with section 39F of the MPDC Act. A Site Suitability Statement may or may not include conditions to be imposed on the development.

**Surface water** means water runoff on the Activity Area from a rainfall event, or from construction activities, including washdown, and dust mitigation whether surface flow, piped flow, or flow within conduits, including any contaminants collected by the water during its passage.

**Vibration sensitive receiver** means all sensitive receptors with the potential to be affected by vibration, including critical infrastructure such as electrical and telecommunications facilities, oil and gas pipelines and other petrochemical installations, and utilities such as water mains and sewers, and any art or artifact storage facilities of the Tasmanian Museum and Art Gallery.

### General

G1. Access to and awareness of conditions and associated documents

A copy of this permit and any associated documents referred to in Schedule 5 must be held in a location that is known to and accessible by the Person Responsible. The Person Responsible must ensure that all persons who are responsible for undertaking work in the Activity Area, including contractors and sub-contractors, are familiar with these conditions to the extent relevant to their work.

G2. Incident response

If an incident causing or threatening Environmental Nuisance, Serious Environmental Harm or Material Environmental Harm from pollution occurs in the course of the Activity, then the Person Responsible must immediately take all reasonable and practicable action to minimise any adverse environmental effects from the incident.

G3. Complaints register

A public complaints register must be maintained by the Person Responsible. The public complaints register must, as a minimum, record the following detail in relation to each complaint received in which it is alleged that Environmental Harm (including Environmental Nuisance) has been caused by the activity:

- (i) the date and time at which the complaint was received;
- (ii) contact details for the complainant (where provided);
- (iii) the subject matter of the complaint;
- (iv) any investigations undertaken with regard to the complaint; and
- (v) the manner in which the complaint was resolved, including any mitigation measures implemented.

Complaint records must be maintained until the end of the contracted defects liability period, or 1 year after the cessation of construction, whichever occurs first.

G4. Notification prior to construction

At least 14 days prior to commencement of construction of the Activity, or any approved stage thereof, the Person Responsible for the Activity must notify the Director of the date on which construction is expected to commence.

G5. Annual Environmental Review for Construction

1. Unless otherwise specified in writing by the Director, an Annual Environmental Review for the activity must be submitted to the Director each year for the period of construction within three months of the end of the reporting period.
2. The Annual Environmental Review must be made publicly available on a website operated by the person responsible within one week of finalisation.
3. Without limitation, each Annual Environmental Review must include:
  - (i) a statement by the Chief Executive Officer or equivalent for the activity acknowledging the contents of the Annual Environmental Review as true and correct;
  - (ii) a summary of the works completed during the reporting period;
  - (iii) a summary of works proposed to be completed during the next reporting period;
  - (iv) subject to the *Personal Information Protection Act 2004* (Tas), a list of all public complaints received during the reporting period concerning actual or

potential Environmental Harm or Nuisance caused by the activity and a description of any actions taken as a result of those complaints;

- (v) evidence of compliance with the Schedule 5 permit conditions during the reporting period;
- (vi) details of any non-compliance with the Schedule 5 permit conditions and any environmental incidents during the reporting period and any mitigative or preventative actions that have resulted from such incidents; and
- (vii) a summary of any environmental monitoring data collected for the reporting period.

**G6. Amendment of required plans and reports**

1. The plans and reports required by these conditions must be amended to address any matter required by the Director, as advised by notice in writing.
2. Amended plans and reports must be resubmitted within the timeframe specified by the Director.

**Remediation of site**

- Re1. Development of any part of the Activity Area must not occur until an Accredited Environmental Auditor has certified that the remediation of that part of the Activity Area has occurred to a standard that is satisfactory for the purposes of the redevelopment approved in this permit.
- Re2. The Director may accredit a person as an environmental auditor for the purposes of this condition.
- Re3. The Director may only accredit a person as an environmental auditor for the purposes of this condition if the Director is satisfied that the person has the necessary qualifications and experience to determine whether the remediation of all or part of the site has occurred to a standard that is satisfactory for the purposes of the proposed redevelopment.
- Re4. The Director may accredit a person under Re2 subject to any conditions the Director specifies on the instrument of accreditation for the person.
- Re5. The Director may revoke the accreditation of a person as an environmental auditor under Re2 if the person has failed to comply with a condition of their accreditation and accredit another person in accordance with this condition.

**Design compliance with Auditor's Site Suitability Statement**

- DC1. Where a Site Suitability Statement or Site Environmental Management Plan includes a condition of development, such a condition must be implemented in the design of the development.
- DC2. Where a design element is required to satisfy a condition of a Site Suitability Statement, the Design Plans required by this permit must be updated to include:
- (i) a description of the proposed construction method and specifications of materials proposed;
  - (ii) quality assurance and quality controls to be used in relation to those methods and materials; and
  - (iii) the required technical level of supervision and independent verification.

**Construction**

- CN1. Construction in accordance with Auditor's Site Suitability Statement

1. Where a Site Suitability Statement or Site Environmental Management Plan includes a condition of development, such a condition must be satisfied in the construction of the works.
2. Where a design element referred to in DC2 includes a quality assurance process, a suitably qualified independent third party must verify that construction works have been satisfactorily completed in accordance with the Design Plans.
3. Unless otherwise authorised by the Director in writing, a Post Construction Report must be submitted to the Director for approval within two (2) months of the completion of construction.
4. The Post Construction Report must include, but is not necessarily limited to:
  - (i) 'as-built' drawings showing the design elements required by DC2;
  - (ii) evidence of compliance with, and identification of any deviations from the requirements of any Site Suitability Statement;
  - (iii) an assessment of the potential human health and environmental risks of any deviation from the requirements of any Site Suitability Statement;
  - (iv) results of any quality testing required;
  - (v) the level of independent supervision and verification that has occurred during construction, including site reports; and
  - (vi) a statement from an Accredited Environmental Auditor that the development, as constructed, is likely to meet the performance requirements specified in any Site Suitability Statement.

#### CN2. Construction Environmental Management Plan

1. The Construction Environmental Management Plan (CEMP) required by C1 must:
  - (i) outline measures for environmental management during construction to prevent the discharge of any pollutants to the environment;
  - (ii) provide for adaptive management by incorporating continuous monitoring and evaluation of the effectiveness of measures specified in the CEMP in preventing or minimising Environmental Harm or Nuisance. Where necessary, the CEMP must be updated to incorporate improvements identified during continuous monitoring and evaluation;
  - (iii) be embedded in works planning processes, ensuring the CEMP captures the appropriate environmental risks for the coming works, and identifies appropriate risk mitigation measures including contingency planning for unforeseen events; and
  - (iv) must contain a description of the proposed timing and sequence of the major construction stages and associated activities. Proposed management measures to be implemented to prevent or minimise environmental impacts during each construction stage must be identified.
2. Unless otherwise approved by the Secretary, State Growth (or delegate) and the Director of the EPA, in writing, the CEMP must include a risk assessment and comprehensive controls for all environmental hazards including but not limited to waste management, including controlled waste; environmentally hazardous materials management; noise management; and contingency management, and the following sub-plans:

- (i) Contaminated Site Management Plan that provides for the prevention, minimisation and control of potential human health and environmental risks associated with subsurface contamination and acid sulphate soils, including:
  - a. the likely nature and extent of known contaminated soils;
  - b. general mitigation measures to control risks associated with contaminated soils;
  - c. procedures for identification, management, stockpiling, sampling, analysis, classification, treatment, validation, reuse and/or disposal of contaminated soils;
  - d. the likely nature and extent of known gas and soil vapour contamination;
  - e. general mitigation measures to control risks associated with gas and soil vapour contamination;
  - f. procedures for identification, management, stockpiling, treatment, validation, reuse and/or disposal of acid sulphate soils; and
  - g. dust management procedures that provide for mitigation and control of dust to prevent environmental harm and nuisance beyond the boundary of the Activity Area.
- (ii) Groundwater Assessment and Management Plan which provides for the prevention, minimisation and control of potential human health risks and environmental risks associated with contaminated groundwater, including:
  - a. a plan for excavation dewatering and management of groundwater inflow; and
  - b. procedures for storage, sampling and classification, management, treatment, validation, reuse, discharge and/or disposal of contaminated groundwater.
- (iii) Erosion and Sediment Control Plan that details measures to prevent impacts of soil erosion and sedimentation to waterways during the construction, in accordance with best practice erosion and sediment control guidance from the International Erosion Control Association (Australasian Chapter) or similar, and which includes:
  - c. management measures to limit the contamination of surface waters from contaminated sources on the Activity Area, including contaminated land, stockpile and treatment areas, and other contaminant sources including, including construction processes;
  - d. management measures to limit the interaction between surface water and contaminated groundwater; and
  - e. procedures for storage, sampling, management, treatment and validation to prevent the discharge of polluted surface water to the environment.
- (iv) Construction Noise and Vibration Management Plan incorporating the following:
  - a. specific construction work methodology, technique and program;

- b. results of baseline noise surveys of the existing environment that are representative of all relevant sensitive receivers surrounding the Project;
  - c. defined noise management levels for all noise sensitive receivers that consider the existing noise levels in the environment, in accordance with the NSW Interim Construction Noise Guideline (ICNG) and TfNSW Construction Noise and Vibration Guideline (CNVG), or any revised version of these guidelines;
  - d. defined vibration management level for all vibration sensitive receivers, in accordance with BS 6472:2008 (for human comfort) and DIN 4150-3:2016 (for building and structural integrity);
  - e. modelling noise and vibration impacts from noise and vibration generating activities;
  - f. details of all standard and specific noise and vibration mitigation measures that will be implemented;
  - g. proposed attended and unattended motoring will be required through-out the construction program to ensure that the noise and vibration management levels are met;
  - h. measured noise levels must be in accordance with the Tasmanian Noise Measurement Procedure Manual dated July 2008 (or any revised version of that manual) and adjusted for impulsiveness, modulation and low frequency noise as prescribed in that manual; and
  - i. a noise and vibration complaint response and management procedure.
3. Once approved, the Person Responsible must implement and act in accordance with the CEMP, and all subplans referred to in CN1(2).

### CN3. Operating hours – Construction

- 1. Unless otherwise approved in writing by the Director:
  - (i) construction activities must not be undertaken outside 0700 hours to 1800 hours Monday to Friday; and 0800 hours to 1800 hours on weekends; and
  - (ii) notwithstanding the above paragraph, the construction activities must not be carried out on:
    - a. Public Holidays that are observed State-wide (Easter Tuesday excepted);
    - b. Hobart Cenotaph significant events days, during the time of the service held at the Hobart Cenotaph or within an hour of the finishing time of the service:
      - ANZAC Day;
      - Battle of Britain Day;
      - Siege of Tobruk Day;
      - Battle of Crete Day;
      - Remembrance Day;
      - Vietnam Veterans Remember Day; and
      - Anniversary of the Korean War Armistice Day.



## **Schedule 6 – TasWater Conditions**

### **Connections, metering & backflow**

- T1. A suitably sized water supply with metered connections and sewerage system and connections to the development must be designed and constructed to TasWater's satisfaction and be in accordance with any other conditions in this permit.
- T2. Any removal/supply and installation of water meters and/or the removal of redundant and/or installation of new and modified property service connections must be carried out by TasWater at the developer's cost.
- T3. Prior to commencing construction / use of the development, any water connection utilised for construction/the development must have a backflow prevention device and water meter installed, to the satisfaction of TasWater.

### **Trade waste**

- T4. Prior to the commencement of operation, the developer/property owner must obtain Consent to discharge Trade Waste from TasWater.
- T5. The developer must install appropriately sized and suitable pre-treatment devices prior to gaining Consent to discharge.
- T6. The Developer/property owner must comply with all TasWater conditions prescribed in the Trade Waste Consent.

### **Asset creation & infrastructure works**

- T7. Prior to applying for a Certificate for Certifiable Works/Engineering Design Approval, the developer must physically locate all existing infrastructure to provide sufficient information for accurate design and physical works to be undertaken.
- T8. Prior to undertaking any works related to water and sewerage, physical markers must be in place that clearly identify where water and/or sewer connections are to be made in accordance with any approved plan to TasWater's satisfaction.
- T9. Prior to commencing construction / use of the development, the developer must re-locate the existing DN1050mm critical gravity sewer main from within the footprint of the stadium works, to the satisfaction of TasWater.
- T10. Plans submitted with the application for Certificate(s) for Certifiable Work (Building and/or Plumbing) / Engineering Design Approval must, to the satisfaction of TasWater show, all existing, redundant and/or proposed property services and mains.
- T11. Prior to applying for a Permit to Construct the developer must obtain from TasWater Engineering Design Approval for new TasWater infrastructure. The application for Engineering Design Approval must include engineering design plans showing the hydraulic servicing requirements for water and sewerage to TasWater's satisfaction.
- T12. Prior to works commencing, a Permit to Construct must be applied for and issued by TasWater. All infrastructure works must be inspected by TasWater and be to TasWater's satisfaction.
- T13. In addition to any other conditions in this permit, all works required by this Schedule must be constructed under the supervision of a suitably qualified person in accordance with TasWater's requirements.
- T14. Prior to the issue of a Certificate for Certifiable Work (Building and/or Plumbing) / Consent to Register a Legal Document / Certificate of Water and sewerage Compliance (Building and/or Plumbing) all additions, extensions, alterations or upgrades to TasWater's water and sewerage infrastructure required to service the

development, are to be completed, and are to be constructed at the expense of the developer to the satisfaction of TasWater, with live connections performed by TasWater.

- T15. After testing, to TasWater's requirements, of newly created works, the developer must apply to TasWater for connection of these works to existing TasWater infrastructure, at the developer's cost.
- T16. At practical completion of the water and sewerage works and prior to TasWater issuing a Consent to a Register Legal Document / applying to TasWater for a Certificate of Water and Sewerage Compliance (Building and/or Plumbing), the developer must obtain a Certificate of Practical Completion from TasWater for the works that will be transferred to TasWater. To obtain a Certificate of Practical Completion:
- (i) written confirmation from the supervising suitably qualified person certifying that the works have been constructed in accordance with the TasWater approved plans and specifications and that the appropriate level of workmanship has been achieved;
  - (ii) a request for a joint on-site inspection with TasWater's authorised representative must be made;
  - (iii) security for the twelve (12) month defects liability period to the value of 10% of the works must be lodged with TasWater. This security must be in the form of a bank guarantee; and
  - (iv) Work As Constructed drawings and documentation must be prepared by a suitably qualified person to TasWater's satisfaction and forwarded to TasWater.

Upon TasWater issuing a Certificate of Practical Completion, the newly constructed infrastructure is deemed to have transferred to TasWater.

- T17. After the Certificate of Practical Completion has been issued, a 12-month defects liability period applies to this infrastructure. During this period all defects must be rectified at the developer's cost and to the satisfaction of TasWater. A further 12-month defects liability period may be applied to defects after rectification. TasWater may, at its discretion, undertake rectification of any defects at the developer's cost. Upon completion, of the defects liability period the developer must request TasWater to issue a "Certificate of Final Acceptance". TasWater will release any security held for the defect's liability period.
- T18. The developer must take all precautions to protect existing TasWater infrastructure. Any damage caused to existing TasWater infrastructure during the construction period must be promptly reported to TasWater and repaired by TasWater at the developer's cost.
- T19. Ground levels over the TasWater assets and/or easements must not be altered without the written approval of TasWater.
- T20. A construction management plan must be submitted with the application for TasWater Engineering Design Approval. The construction management plan must detail how the new TasWater infrastructure will be constructed while maintaining current levels of services provided by TasWater to the community. The construction plan must also include a risk assessment and contingency plans covering major risks to TasWater during any works. The construction plan must be to the satisfaction of TasWater prior to TasWater's Engineering Design Approval being issued.

#### **Final plans, easements & endorsements**

- T21. Prior to the Sealing of the Final Plan of Survey, a Consent to Register a Legal Document must be obtained from TasWater as evidence of compliance with these conditions when application for sealing is made.

- T22. Pipeline easements, to TasWater's satisfaction, must be created over any existing or proposed TasWater infrastructure and be in accordance with TasWater's standard pipeline easement conditions.

### **56W consent**

- T23. When applying for a Certificate for Certifiable Work (Building) and/or (Plumbing), the application documentation must include an application to TasWater, pursuant to section 56W of the *Water and Sewerage Industry Act 2008* (Tas), for its consent in respect of that part of the development which is built within a TasWater easement or over or within two metres of TasWater infrastructure.

### **Developer chargers**

- T24. Prior to applying for a Certificate for Certifiable Works, the developer must provide TasWater with the following details:

- (i) the total sewage flow at the point of connection;
- (ii) probable simultaneous water demand (PSD) for the existing + proposed development;
- (iii) the required fire flow rate in L/s and the required residual pressure (kPa) at the point of connection; and

NOTE: The pressures will need to include losses through the actual connection, the associated pipework and the elevation changes.

- (iv) the calculation of equivalent tenements for the development.

The document(s) submitted should include the relevant calculations for the proposal as well as include the relevant calculations for determining credits to be applied for Developer Charges.

*See advice section for details*

- T25. Prior to TasWater issuing Certificate(s) for Certifiable Work (Building) and/or (Plumbing), the applicant or landowner as the case may be, must pay developer charges in accordance with the policy in place at the time, to TasWater for water and sewerage infrastructure for additional Equivalent Tenements, indexed by the Consumer Price Index All groups (Hobart) from the date of this Submission to Planning Authority Notice until the date it is paid to TasWater.
- T26. In the event the development precedes in stages, prior to TasWater issuing a Consent to Register a Legal Document/Certificate(s) for Certifiable Work (Building) and/or (Plumbing) for each stage, the developer must pay the developer charges commensurate with the number of Equivalent Tenements in each stage, as approved in the permit.

### **Development assessment fees**

- T27. The applicant or landowner as the case may be, must pay a development assessment fee of \$1,307.93, and a Consent to Register a Legal Document fee of \$256.99 to TasWater, as approved by the Economic Regulator and the fees will be indexed, until the date paid to TasWater.

The payment is required within 30 days of the issue of an invoice by TasWater.

In the event the development precedes in stages, a Consent to Register a Legal Document fee for each stage, must be paid commensurate with the number of Equivalent Tenements in each stage, as approved by Hobart City Council.

## Schedule 7 – Hobart City Council Conditions

### Protection of Hobart City Council's Assets

ENG 1A. Any damage to Hobart City Council's infrastructure must be reported to Hobart City Council as soon as practicable. Any damage to Hobart City Council's infrastructure resulting from the implementation of this permit, must, at the election of Hobart City Council:

1. be met by the owner by way of reimbursement (cost of repair and reinstatement to be paid by the owner to Hobart City Council); or
2. be repaired and reinstated by the owner to the satisfaction of the Hobart City Council.

Any damage must be reported to Hobart City Council as soon as practicable.

ENG 1B. Prior to the issue of any approval under the *Building Act 2016* (Tas) or the commencement of work on the site (whichever occurs first), a written report and photos detailing the existing condition of the Hobart City Council's infrastructure on or adjacent to the site must be provided to the Hobart City Council. The report should include, but not be limited to property service connection points, roads, kerb and channel, buildings and structures, stormwater pits and manholes, Hobart Rivulet, footpaths, driveway crossovers and nature strips; both on and adjacent to the subject site.

SW 1. Prior to the issue of any approval under the *Building Act 2016* (Tas) or the commencement of work on the site (whichever occurs first), a pre-construction structural condition assessment and visual record (e.g. video and photos) of the Hobart City Council's stormwater infrastructure (including the Hobart Rivulet tunnel if within 10m of the proposed works, Rivulet mouth and floating litter trap) within/adjacent to the proposed development must be submitted to the Hobart City Council.

The condition assessment must include at least:

1. a site plan clearly showing the location of the investigation, with access points and all segments and nodes shown and labelled, with assets found to have a different alignment from that shown on the Hobart City Council's plans to be marked on the ground and on the plan;
2. a digital recording of a CCTV inspection and written condition assessment report in accordance with WSA 05-2013 Conduit Inspection Reporting Code of Australia, in a 'Wincan' compatible format; and
3. photos/ videos of any existing drainage structures connected to or modified as part of the development.

SW 2. Prior to occupancy or the commencement of the approved use (whichever occurs first), a post-construction structural condition assessment and visual record (e.g. video and photos) of the Hobart City Council's stormwater infrastructure within/adjacent to the proposed development (including Hobart Rivulet tunnel if within 10m of the proposed works, Rivulet mouth and floating litter trap) must be submitted to Hobart City Council.

The condition assessment must include at least:

1. a site plan clearly showing the location of the investigation, with access points and all segments and nodes shown and labelled, with assets found to have a different alignment from that shown on Hobart City Council's plans must be marked on the ground and on the plan;

2. a digital recording of a CCTV inspection and written condition assessment report in accordance with WSA 05-2013 Conduit Inspection Reporting Code of Australia, in a 'Wincan' compatible format; and
3. photos of any existing drainage structures connected to or modified as part of the development.

SW 3. If any works are proposed within 10m of the Hobart Rivulet, or 1m of other Hobart City Council stormwater infrastructure; the proposed works must be designed to ensure the protection of and access to these assets.

Detailed engineering design and supporting material must be submitted and approved prior to the issue of any consent under the *Building Act 2016* (Tas) or commencement of work (whichever occurs first) via the condition endorsement process. The detailed design must be certified by a suitably qualified engineer.

Prior to issue of any Certificate of Completion a suitably qualified engineer must confirm the installation of the works adjacent to Hobart City Council's assets is in accordance with the approved drawings and complies with this condition. Should any remediation works be required, these must be carried out at the developer's cost.

All work required by this condition must be undertaken in accordance with the approved detailed design.

### **Stormwater**

ENG 10. All stormwater from the proposed development (including but not limited to: roofed areas, ag drains, and impervious surfaces such as driveways and paved areas) must be drained to a lawful point of discharge to the public stormwater system prior to occupancy or commencement of use (whichever occurs first).

### **Subdivision – Services**

ENG 11. Services (private sewer, stormwater (including surface drainage) and water services/connections) to each lot must be designed and installed to meet the needs of future development, prior to the sealing of the final plan.

ENG 12. All internal lots must have services (private sewer, stormwater (including surface drainage) and water services/connections) installed to the lots proper, prior to the sealing of the final plan.

ENG 13. Private Services (private sewer, stormwater (including surface drainage) and water services/connections) are to be entirely separate to each lot and contained wholly within the lots served or appropriate easements, prior to the sealing of the final plan.

ENG 14. Prior to the sealing of the final plan, the developer must supply Hobart City Council with an as-installed services plan clearly indicating the location and details of all relevant services (entirely contained within their respective lots or appropriate easements). The as-installed services plan must be accompanied by certification from a suitably qualified expert that all engineering work required by this permit has been completed.

### **Construction Management**

SW 5. Construction of the development must not adversely impact the Hobart Rivulet. If any works or construction traffic will occur within 10m of the Hobart Rivulet, a rivulet construction management plan (RCMP) must be submitted and approved as a condition endorsement prior to commencement of works prior to the issue of

any consent under the *Building Act 2016* (Tas) or commencement of work (whichever occurs first). The RCMP must:

1. detail the proposed construction methodology and identify all potential risks to the Hobart Rivulet during construction including but not limited to construction loading, traffic loading, excavation works, footing construction, vibrations, undermining, flood, and environmental harm;
2. provide treatment measures to eliminate or otherwise mitigate to as low as reasonably practicable all identified risks; and
3. include a monitoring regime.

All work required by this condition must be undertaken in accordance with the CEMP approved by C1.

### **Stormwater Design**

SW 6. Adequate stormwater infrastructure must be designed and constructed prior to occupancy, sealing of the final plan or the commencement of the approved use (whichever occurs first).

Prior to the commencement of plumbing or structural works, detailed engineering drawings must be submitted and approved as a condition endorsement by the Hobart City Council. The detailed engineering drawings must be certified by a suitably qualified and experienced civil engineer and must:

1. be substantially in accordance with the Local Government Association of Tasmania: Tasmanian Municipal Standard Drawings (the version which applies at the time the relevant works), as varied by Hobart City Council's published departures from those Drawings, and the Local Government Association of Tasmania, Tasmanian Subdivision Guidelines (October 2013);
2. clearly distinguish between public and private infrastructure, as at time of completion of the works, and in the future;
3. show in both plan and long-section the proposed stormwater infrastructure, including but not limited to, connections, flows, velocities, hydraulic grade lines, clearances, cover, gradients, sizing, material, pipe class, adequate working platforms around manholes, erosion control, easements and inspection openings;
4. show any existing redundant infrastructure be abandoned and removed at the owner's expense;
5. show safe overland flow paths through or from the site with no impact on third-party land;
6. include the associated calculations and catchment area plans. The stormwater system (including defined overland flow paths) must cater for all 1% AEP event flows as at 2100 (i.e. including climate change loading) from a fully developed catchment. The main itself must be sized to accommodate at least the 5% AEP event flows from a fully-developed catchment with climate change load, or as otherwise approved by Hobart City Council. Calculations must make provision for tailwater level and sea level rise; and
7. include provision for future development within the catchment to be adequately and efficiently serviced.



All works must be carried out in accordance with the approved plans.

- SW 8. All stormwater runoff from impervious surfaces within the site (particularly hardstand) must be treated and discharged from the site using Water Sensitive Urban Design principles to achieve stormwater quality and quantity targets in accordance with the State Stormwater Strategy 2010 or as close as practicable. Detailed engineering designs and supporting material must be submitted and approved as a condition endorsement prior to the commencement of plumbing or structural works. These must include:

1. final treatment efficiency estimates;
2. all stormwater design parameters and assumptions, including any MUSIC model; and
3. a supporting maintenance plan, which specifies the required maintenance measures to check and ensure the ongoing effective operation of all systems, such as: inspection frequency; cleanout procedures; descriptions and diagrams of how the installed systems operate; details of the life of assets and replacement requirements.

Any treatment assets to become Hobart City Council-owned and maintained must fully detail and minimise life-cycle costs; have adequate access (both physical and legal); and be agreed upon with Hobart City Council.

All work required by this condition must be undertaken and maintained in accordance with the approved stormwater management report and design.

- SW 9. A stormwater management report and design must be submitted and approved as a condition endorsement by Hobart City Council, prior to the commencement of plumbing or structural works. The stormwater management report and design must be prepared by a suitably qualified engineer and must:

1. Clearly detail catchment areas and runoff coefficients draining to each system (existing and proposed).
2. Demonstrate each existing or upgraded receiving system has receiving capacity for all 5% AEP events (including climate change loading), or as otherwise agreed by Hobart City Council.
3. Should any detention be required; include detailed design and supporting calculations of the detention showing:
  - (i) detention tank sizing such that there is no increase in flows from the developed site up to 5% AEP event and no worsening of flooding;
  - (ii) the layout, the inlet and outlet (including long section), outlet size, overflow mechanism and invert level;
  - (iii) the discharge rates and emptying times; and
  - (iv) all assumptions must be clearly stated.
4. include a supporting maintenance plan, which specifies the required maintenance measures to check and ensure the ongoing effective operation of all systems, such as: inspection frequency; cleanout procedures; descriptions and diagrams of how the installed systems operate; details of the life of assets and replacement requirements.

All detention, upgrade or new infrastructure must be installed prior to occupancy, sealing of the final plan or the commencement of the approved use (whichever occurs first).



All work required by this condition must be undertaken and maintained in accordance with the approved stormwater management report and design.

## Roads Conditions

- R 1. The excavation and/or earth retaining structures (i.e. embankments, cuttings, retaining walls) and/or footings within or supporting the highway reservation must not undermine the stability and integrity of the highway reservation and its infrastructure.

Detailed design drawings, structural certificates and associated geotechnical assessments of the earth retaining structure within or supporting the highway reservation must be submitted and approved as a condition endorsement, prior to the issue of any approval under the *Building Act 2016* (Tas) or the commencement of work on the site (whichever occurs first). The (drawings/certificates/assessments) must be prepared and certified by a suitably qualified and experienced engineer and must:

1. not undermine the stability of the highway reservation;
2. be designed in accordance with AS 4678-2002, with a design life in accordance with table 3.1 typical application major public infrastructure works;
3. take into account any additional surcharge loadings as required by relevant Australian Standards;
4. take into account and reference accordingly any geotechnical findings;
5. detail any mitigation measures required; and
6. detail the design and location of the footing adjacent to the highway reservation;

All work required by this condition must be undertaken in accordance with the documents approved pursuant to this condition.

- R 3. Prior to occupancy or the commencement of the use, the proposed driveway crossover and or driveway reinstatement/s within the existing local highway reservation/s must be designed and constructed in general accordance with the Local Government Association of Tasmania, Tasmanian Standard Drawings (the version which applies at the time the relevant works), as varied by Hobart City Council's published departures from those drawings:

1. Commercial Urban: TSDR09 – Urban Roads Driveways and TSD R16 Type KCR and B1 or Type KCRB and B1
2. Urban Road Footpaths TSD R11; and
3. Kerb and channel dimensions TSD-R14 or approved equivalent.

Design drawings must be submitted and approved as a condition endorsement prior to the issue of any approval under the *Building Act 2016* (Tas) or the commencement of work on the site (whichever occurs first). The design drawing must be prepared and certified by a suitably qualified expert and must:

1. show the cross and long section of the driveway crossover within the highway reservation and onto the property.
2. detail any services or infrastructure (i.e. light poles, pits, awnings) at or near the proposed driveway crossover;

3. be designed for the expected vehicle loadings and must be accompanied by a structural certificate to note that the driveway is suitable for heavy vehicle loadings; and
4. show swept path templates in accordance with AS 2890.2 e) Show that vehicular and pedestrian sight lines are met as per AS/NZS 2890.1:2004.

All work required by this condition must be undertaken in accordance with the approved drawings.

- Rs1. Public road lighting changes on a statutory public highway must be approved by the relevant road authority and installed prior to occupancy or the commencement of use.

Lighting design and documentation are to be in accordance with AS/NZS 1158 series and to the satisfaction of Hobart City Council.

All work required by this condition must be undertaken in accordance with the approved road lighting design.

- Rs2. New public roads that are proposed to be transferred to Hobart City Council must be approved by the statutory road authority

Detailed engineering design drawings must be submitted for approval prior to the commencement of road construction works.

Design drawings must be submitted and approved prior to the issuing of any permit to construct public infrastructure. Issued under the *Local Government (Highways) Act 1982* (Tas), *Local Government (Building and Miscellaneous Provisions) Act 1993* (Tas), *Urban Drainage Act 2013* (Tas) and Hobart City Council Policy No. 7.06.08)

The design drawing must include a scaled and labelled site plan showing the location of new and proposed public infrastructure and boundaries in general accordance with TSD-R06.

The plan must clearly show:

1. the extent of land to be transferred to Hobart City Council in the short or long term;
2. a pavement design, including CBR test results, in accordance with Austroads Guide to Pavement Technology;
3. detail of how the new and old road and footways will connect, including removal of redundant vehicle crossings and kerb ramps;
4. available sight distance at all proposed accesses and intersections; and
5. all services or infrastructure to become Hobart City Council assets must be in accordance with the requirements of the relevant division.

All work required by this condition must be undertaken in accordance with the approved drawing.

- Rs3. Detailed engineering design drawings of proposed changes to the existing public footpaths (as triggered by this development) must be submitted for approval prior to the commencement of construction works.

Design drawing must be submitted and approved prior to the issuing of any permit to construct public infrastructure, any approval under the *Building Act 2016* (Tas) or commencement of works (whichever occurs first).

The design drawing must:

1. demonstrate that the footpath levels provide reasonable access to the facility from the existing footpath;
2. show that materials used on the footpath and within the property provide a cohesive urban design while demarcating the boundary so that the public footpath can be maintained separately from the open areas within the site;
3. show how the footpath is suitably separated from the road carriageway;  
and
4. provide a clear path for vision impaired pedestrians for wayfinding and orientation.

## Schedule 8 – Enforcement Responsibilities

Plan/Document	Relevant Condition(s)	Relevant Regulator
Compliance with plans	A3	General Manager, Hobart City Council
Patron numbers for specific events	A7	General Manager, Hobart City Council
Public Domain and Landscaping Plan	B3, B4	General Manager, Hobart City Council
Staging Plan	B2	General Manager, Hobart City Council
Signage and Wayfinding	B5, B6	General Manager, Hobart City Council
Design Plans	B7	General Manager, Hobart City Council
Stormwater Design	Schedule 7	General Manager, Hobart City Council
Car Park Plan	B10	General Manager, Hobart City Council
Structural protection road infrastructure	B13 and B 14	General Manager, Hobart City Council
Electrical Network Services Plan	B15	General Manager, Hobart City Council
Construction Environmental Management Plan (CEMP)	C1, CN2 and Schedule 5	Director of the Environment Protection Authority
Construction Traffic Management Plan	C3, C4	General Manager, Hobart City Council
Dilapidation Report	C5	General Manager, Hobart City Council
Other requirements prior to commencement of use	D1	General Manager, Hobart City Council
Multipurpose Stadium Event Operational Hours	D2	General Manager, Hobart City Council
Lighting Plan	D3	General Manager, Hobart City Council
Operational Management Plan	D5, D6	General Manager, Hobart City Council
Events Management Plan	D7	General Manager, Hobart City Council
Security Management Plan	D8	General Manager, Hobart City Council
Operational Waste Management Plan	D9	General Manager, Hobart City Council
Flood and Emergency Evacuation Management Plan	D10	General Manager, Hobart City Council
Operational Transport Management Plan	D11	General Manager, Hobart City Council
Operational Noise Management Plan	D12	General Manager, Hobart City Council

Post-Occupation Review of Event Operations	D13	General Manager, Hobart City Council
Final Plan of Subdivision and Schedule of Easements	D14	General Manager, Hobart City Council
Aboriginal Heritage Conditions	Schedule 3	Director of National Parks and Wildlife
Historic Cultural Heritage Conditions	Schedule 4	Tasmanian Heritage Council
EPA Conditions	Schedule 5	Director of the Environment Protection Authority
TasWater Conditions	Schedule 6	TasWater
Hobart City Council Conditions	Schedule 7	General Manager, Hobart City Council

## Attachment G – Sources of information for estimates in cost-benefit Table 1.2

Costs	Source/comment
<b>Core stadium and precinct works, net of external contributions</b>	Core stadium cost as in Proponent Technical Note 1 July 2025, less AFL capital contribution as in the Club Funding and Development Agreement May 2023., and Commonwealth capital contribution as in the Macquarie Point Urban Redevelopment, Federations Funding Agreement – Infrastructure, Schedule Table 1, May 2024.
<b>Northern access road and bus plaza</b>	Cost provided by Proponent in Technical Note 1, July 2025.
<b>Car park</b>	Cost provided by Proponent in Technical Note 1, July 2025.
<b>Buses</b>	Cost provided by Proponent in Technical Note 1. It is assumed all buses will be purchased in 2029 in time for operational commencement.
<b>Stadium lifecycle costs</b>	Cost/time profile as in KPMG September 2024 Financial Impact Assessment Report, and KPMG Supplementary Report, January 2025.
<b>State subsidy for Tasmania Devils</b>	As in KPMG Financial Impact Assessment Report, September 2024, less \$4.5 million per annum, over the same time period. (The latter is an estimate of state's ongoing commitment for AFL games if the stadium does not proceed and the Tasmania Devils team is not admitted to the AFL.)
<b>Stadium event attraction costs</b>	Assumed to be \$5 million a year in 2024 dollars, compared to KPMG's September 2024 estimate of \$1.6 million per annum.  The Panel's estimate is based on the nature and type of events in the schedules in the KPMG September 2024 Cost Benefit Assessment and Financial Impact Assessment reports and the updated event numbers in Technical Note 1, and in consideration of the cost of attracting the major and arena concerts, the annual Test Cricket match, and national and international conference attraction, in a competitive national market.

Costs	Source/comment
<b>Other costs, not elsewhere classified</b> (Opportunity cost of land and Marginal Cost of Public Funds).	<p><b>Opportunity cost of land:</b> The Panel has used the Tasmanian Valuer-General's 2024 estimate of the opportunity cost of land. To calculate the termination value, this cost has been escalated in real terms by 3% per annum before discounting.</p> <p><b>Marginal cost of public funds:</b> The marginal excess burden (MEB) is a measure of the efficiency loss on the economy of increased taxation. The Panel has adopted a conservative rate of 10% to reflect the MEB of land tax, being the major non-mobile tax base available to the state.</p>

Benefits	Source/comment
<b>Economic – new visitor spending</b>	AFL games have an assumed net new visitation rate of 10% of total attendances. BBL and BBLW games and NRL games have an assumed visitation rate of 15%. It is assumed that the length of stay for all these events is 3.1 nights with a daily expenditure of \$258, plus in-stadium purchases of \$68 (the same as used by KPMG). The capacity for a full stadium concert is assumed to be 38,000 with a visitation rate of 20%. There are 40 business events over 2 days with an assumed attendance of 450 (36,000 in total). Producer and labour surpluses are set at 16% and 10% respectively.
<b>Economic – retained Tasmanian spending</b>	One-off events and entertainment events have an assumed retention rate of 25%. A retention rate of 10% is assumed for commercial events. These assumptions are the same as KPMG's and result in an estimated 32,500 Tasmanians who remain in the state rather than travelling interstate to view stadium-related events. For each of those retained residents, an assumed length of stay elsewhere of 2.9 nights and a daily expenditure of \$326 is used to capture the retained spending (the same as used by KPMG). Producer and labour surpluses are set at 16% and 10% respectively.
<b>Economic – AFL investment in Tasmania</b>	It is assumed that the AFL contributes an additional \$33.5 million each year for 10 years. This is net of AFL capital contributions for the stadium and the High-performance Centre.
<b>Social – utility improvement for Tasmanian residents, use and non-use</b>	The Panel has adopted the use and non-use values as estimated in the KPMG September 2024 Cost Benefit Analysis Report.
<b>Social – health and productivity improvements</b>	The Panel has adopted the health and productivity improvements as estimated in the KPMG Report, but considers these estimates optimistic.



Benefits	Source/comment
<b>Less net social costs</b>	The Panel has adopted a social cost value of zero, as assumed in the KPMG Report, but considers that all social costs are not minor, short term, or could be substantially mitigated.
<b>Net stadium operating revenues, including car park</b>	Net operating revenue totals as supplied in Technical Note 1. Car park revenues are estimated using CBD parking rates (\$16 all-day and \$4 per hour casual) and assuming 75% occupancy of car park for non-major event days and an assumed total of 350 public spaces available. Taking account of commercial and one-off event days, business events and public holidays, estimates of effective days of parking and effective revenue spaces and annual revenue is then calculated
<b>Other benefits, not elsewhere classified (g)</b> (stadium termination asset value and residual land value)	<b>Termination asset value:</b> set at 10% of core construction cost (consistent with implied KPMG calculation in September 2024 Cost Benefit Assessment report). <b>Land value:</b> at the end of 30 years operation reflects the inclusion of the opportunity cost of land using the Valuer-General's 2024 estimate escalated by 3% real (before discounting).

# Attachment H – Summary of international studies on economic effects of stadiums

Siegfried, J. & Zimbalist, A. (2000). "The Economics of Sports Facilities and Their Communities." *Journal of Economic Perspectives*, 14(3), pp.95–114.

## **Main Thesis**

- Public subsidies for professional sports facilities are often justified by claimed economic benefits – but evidence shows these benefits are usually overstated or non-existent.

## **Public funding trends**

- Since the 1990s, the construction of new stadiums and arenas in the United States has accelerated.
- A majority of these facilities are funded largely by public money – via taxes and municipal bonds.

## **Economic impact claims**

- Advocates argue that sports facilities spur urban revitalisation, create jobs, increase local income, and boost tourism and business development.

## **Empirical findings**

- Rigorous economic studies consistently find little to no positive impact on per capita income, employment, or overall economic growth in host cities
- Spending on sports substitutes for other local entertainment spending – it is not new money.
- Jobs created are often part-time and low-wage (e.g., food vendors, ushers).

## **Cost-benefit reality**

- Public costs outweigh public benefits in most cases.
- Stadiums do not generate enough additional tax revenue to offset the subsidies.
- Benefits often accrue primarily to team owners and high-income individuals (e.g., corporate boxes).

## **Intangible and civic benefits**

- Some intangible benefits exist – civic pride, community identity, national or international visibility. However, these are difficult to measure and do not justify large-scale subsidies alone.

Chikish, Y., Humphreys, B. R., Lui, C., & Nowak, A. (2019).  
“Sports-led tourism, spatial displacement, and hotel demand.” *Economic Inquiry*, 57(4), pp.1859–1878.

### **Main focus**

- The article examines the real effects of sports-led tourism on hotel demand, emphasising whether such events generate net new tourism or displace existing visitors.

### **Key research questions**

- Do sports events increase total hotel demand in host cities? Or do they displace regular tourists who would otherwise have visited?
- How do effects vary spatially across regions (host city vs. nearby areas)?

### **Methodology**

- Empirical analysis using hotel room data across U.S. cities.
- Focus on college football games and NASCAR races as case studies.
- Utilises a difference-in-differences approach to identify demand shifts.

### **Findings**

- Local (host city) hotel demand increases significantly during sports events. However, nearby non-host areas experience a drop in demand, indicating spatial displacement.
- Suggests that some regular tourism is ‘crowded out’ by event attendees.

### **Net effect**

- Sports events often reallocate tourism spending rather than increasing it overall.
- No strong evidence of widespread economic benefit beyond the immediate locality.

### **Implications**

- Policy caution is warranted – hosting sports events may not generate net economic gains.
- Regional planning should consider displacement effects, especially for cities investing public funds in event hosting.

**Zimbalist, A., & Noll, R. (1997). Sports, Jobs, & Taxes: Are New Stadiums Worth the Cost? Brookings Institution Press.**

### ***Main argument***

- The economic benefits of building new sports stadiums are greatly overstated.
- Stadiums do not deliver the job growth, tax revenue, or urban renewal often promised.

### ***Public subsidies and spending***

- Most new stadiums in the U.S. are built with substantial public subsidies, often exceeding \$200 million.
- Local governments justify subsidies with claims of economic growth, but these claims lack empirical support.

### ***Jobs and employment***

- Sports facilities generate few permanent jobs.
- Most jobs are part-time, seasonal, and low-wage (e.g., concessions, ushers).
- Employment gains in sports are negligible compared to other forms of public investment (e.g., education, infrastructure).

### ***Tax revenue and economic activity***

- New stadiums do not significantly increase local tax revenues.
- Consumer spending on sports often substitutes for other entertainment spending rather than creating new demand.
- Multiplier effects are overstated in many projections.

### ***Urban development and revitalisation***

- Stadiums rarely serve as anchors for broader economic revitalisation.
- Benefits are localised and often limited to real estate developers and team owners.
- Opportunity costs are high – public funds could be used for more effective development projects.

### ***Conclusion***

- The cost-benefit ratio of stadium construction is generally unfavourable to taxpayers.
- Policymakers should critically evaluate claims made by sports franchises and avoid rushed public investment decisions.

**Bradbury, J. C., Coates, D., & Humphreys, B. R. (2022). "The Impact of Professional Sports Franchises and Venues on Local Economies: A Comprehensive Survey." (January 31, 2022).**

### ***Purpose of the paper***

- Provides a comprehensive review of empirical literature on how professional sports teams and stadiums affect local economic outcomes.
- Assesses impacts on employment, income, tax revenue, and overall economic growth.

### ***Key finding***

- Consistent evidence across decades – Professional sports do not have a significant positive effect on local economies.

### ***Jobs and income***

- Claims that sports venues create jobs and raise local income are **unsupported** by most empirical studies.
- Where job gains exist, they are temporary, low-wage, and insufficient to justify subsidies.

### ***Tax revenue and GDP***

- No measurable increase in local GDP or tax revenue is found after the arrival of a team or construction of a stadium.
- Sports venues often shift spending, rather than generating new economic activity.

### ***Consumption substitution effect***

- Consumer spending on sports often replaces spending on other local entertainment, dining, or leisure activities.
- This substitution effect means no net increase in local consumption.

### ***Equity and opportunity costs***

- Public subsidies for teams/stadiums disproportionately benefit wealthy owners and affluent fans.
- Funds could be more productively used in education, infrastructure, or healthcare.

### ***Conclusion***

- The academic consensus is clear – professional sports do not deliver widespread economic benefits to communities.
- Policymakers should treat economic impact claims sceptically and demand rigorous cost-benefit evaluations.

