



# Barlow Park upgrade

## Project Validation Report Summary

August 2024

Delivered by

**GVLDA** | GAMES VENUE AND LEGACY  
DELIVERY AUTHORITY

Funded by

  
Australian Government  
**BUILDING AUSTRALIA**

  
Queensland  
Government



# 1 PROJECT OVERVIEW

## 1.1 Background

Officially opened in December 1987, Barlow Park is Cairns' premier football and athletics facility and a centre of sport and recreation for the Far North Queensland community. Barlow Park is held in reserve and operated by the Cairns Regional Council (CRC). It comprises a high-quality rectangular field, the only International Association of Athletics Federations (IAAF) standard all-weather athletics track in Cairns and the Far North Queensland region, a 1,700-seat grandstand, corporate boxes, function room, eatery outlets, amenities blocks and car parking.

The venue has a total capacity of 15,000, consisting of the 1,700 seats in the existing grandstand, 995 tiered bench seats on the north and east margins of the running track and a grassed bank general admission capacity of 12,305.

Barlow Park, which has hosted National Rugby League matches, is the home of Cairns Athletics, Far North Queensland Rugby League and the Northern Pride Rugby League Club. Community organisations such as Meals on Wheels and Rosies also use the facilities for community outreach programs. The venue is available for hire to the public for special community, cultural and entertainment events.

Although well maintained, the main structure has been subject to significant structural movement and the players' and officials' amenities do not meet current design standards regarding access for female change rooms and universal access. The grandstand's positioning results in poor spectator views to the field of play and suboptimal sightlines to the athletics track.

Barlow Park is situated in Parramatta Park, an inner residential suburb of Cairns, approximately 1km west of the Cairns Central Business District with hotels and the Cairns esplanade, and 5km south of Cairns Airport. Barlow Park is located among residential and commercial districts near other smaller sporting and park venues. The Cairns Showgrounds are located adjacent to Barlow Park to the northwest and Cairns Central Shopping Centre is approximately 500 metres to the northeast.

Barlow Park forms part of the Cairns Major Events Precinct, which encompasses West Barlow Park, Little Barlow Park and surrounds, Cairns Showgrounds, Cairns BMX Club, Cairns City Kennel Club and the Cairns Youth and Recreation Centre.

An aerial view of Barlow Park from the south, with adjacent venues highlighted, is provided in Figure 1.

Figure 1: Barlow Park aerial view from the south



Barlow Park was nominated (through the International Olympic Committee (IOC) Future Host Commission Questionnaire Response) as a destination to support the Games for regional Queensland and as a venue to host football (soccer) preliminaries. The IOC Future Host Commission Questionnaire Response, of May 2021, proposed a Games mode seating capacity for Barlow Park of 20,000, with 5,000 of these seats being permanent in legacy mode.

In February 2023, the Australian and Queensland governments signed an Intergovernmental Agreement (IGA) agreeing to jointly invest \$1.87 billion in new and upgraded venues collectively referred to as the Minor Venues Program. The Barlow Park upgrade is included in the Minor Venues Program.

IOC reforms, known as ‘The New Norm’, aim to create a more flexible, cost-effective Games, aligned to long-term planning and legacy outcomes and require venues to have a focus on sustainability.

The IOC Future Host Commission Questionnaire Response also included a focus on sustainability, accessibility, inclusion, and engagement with First Nations peoples, all of which will be considered during the delivery of Games-related infrastructure.

## 1.2 Project Validation Report

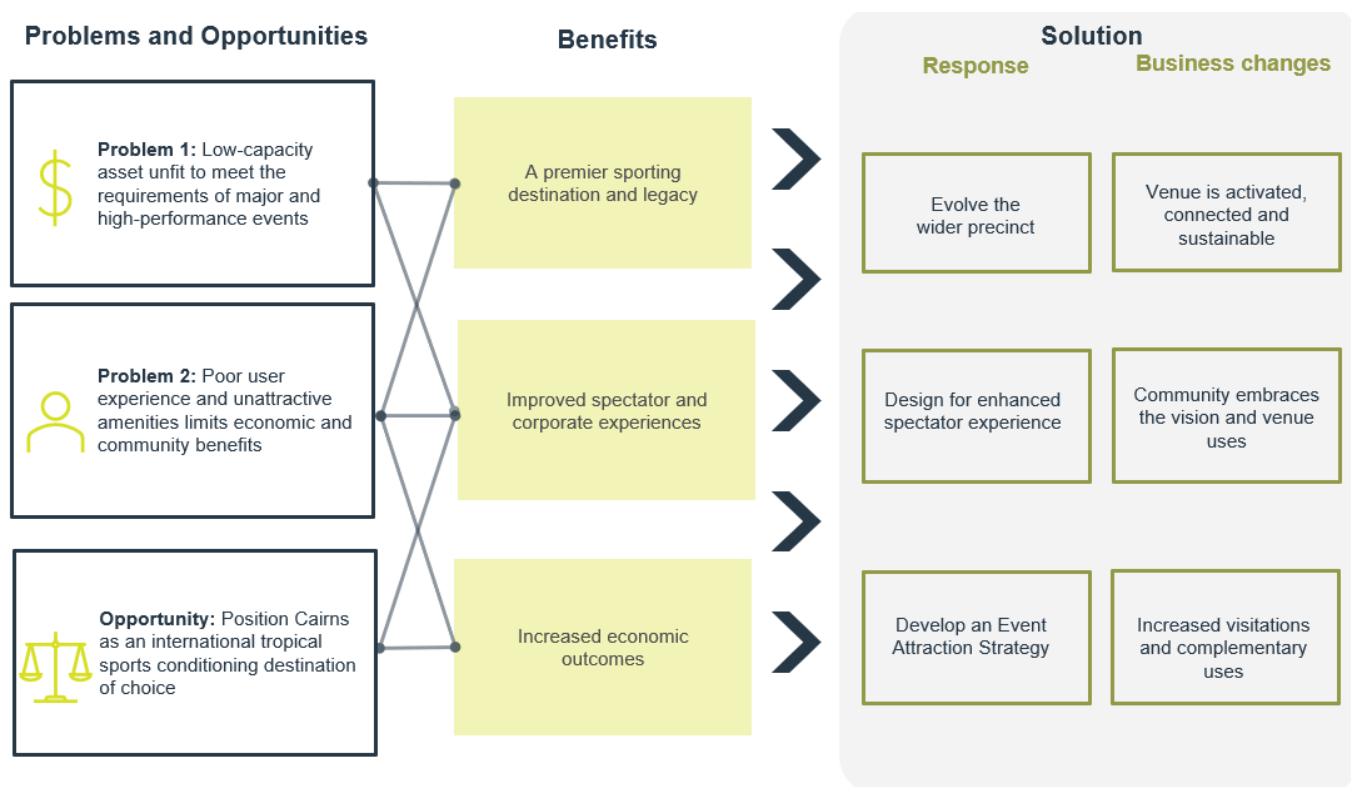
A Project Validation Report (PVR) has been developed for the Barlow Park upgrade to support the Queensland and Australian governments’ decision-making process, ensuring the project meets the approved budget and delivers on requirements for the Games and post-Games. This summary includes key findings from the PVR and the associated commercial analysis that has been undertaken.

## 1.3 Investment Logic Mapping

Investment Logic Mapping is an early-stage technique that assists in developing and documenting the case for a potential investment before a final investment decision is made.

Investment Logic Mapping was undertaken during the PVR to understand the opportunities and benefits of the venue upgrade. A summary of the mapping outcomes is set out in Figure 2.

Figure 2: Investment Logic Mapping summary



## 1.4 Future use

The upgrade will build upon Barlow Park's status and reputation as part of the wider Major Events Precinct, providing upgraded and new facilities that will complement and reinvigorate its existing use to deliver a new grandstand with a seating capacity of 5,000 that will provide new national and international event hosting opportunities in legacy mode, and enable a Games mode overlay and seating capacity of 20,000 that meets the Games hosting requirements.

In addition to meeting the Games hosting requirements, the Barlow Park upgrade creates opportunities to:

- » become the venue of choice for Cairns and Far North Queensland to host additional national and international events across sports and entertainment
- » provide universal amenities including diverse seating options to improve equity of access for people of all abilities
- » provide pathways for sporting performance up to the elite level
- » significantly improve the spectator experience with 3,300 additional permanent seats and better viewing in the West Stand with the flexibility of removing 1,500 retractable seats situated on the existing athletics track
- » provide enhanced facilities for the athletes, players and match officials
- » be a catalyst for development of nearby urban renewal and enhanced site connections
- » position Cairns as an international tropical sports conditioning destination of choice
- » align with the IOC's New Norm, the new grandstand is planned to be constructed as a sustainable venue targeting a 6 Star Green Star Building rating from the Green Building Council of Australia
- » connect, embrace and enshrine First Nations People connection to country in the design and facility uses.

The upgrades build on recent joint State Government and CRC funding for broadcast quality lighting at the ground.

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## 2 UPGRADED BARLOW PARK

### 2.1 Overview

Barlow Park was officially opened on Saturday the 5th of December 1987. The venue has a total capacity of 15,000, consisting of 1,700 seats in the existing grandstand, 995 tiered bench seats on the north and east margins of the running track and a grassed bank general admission capacity of 12,305.

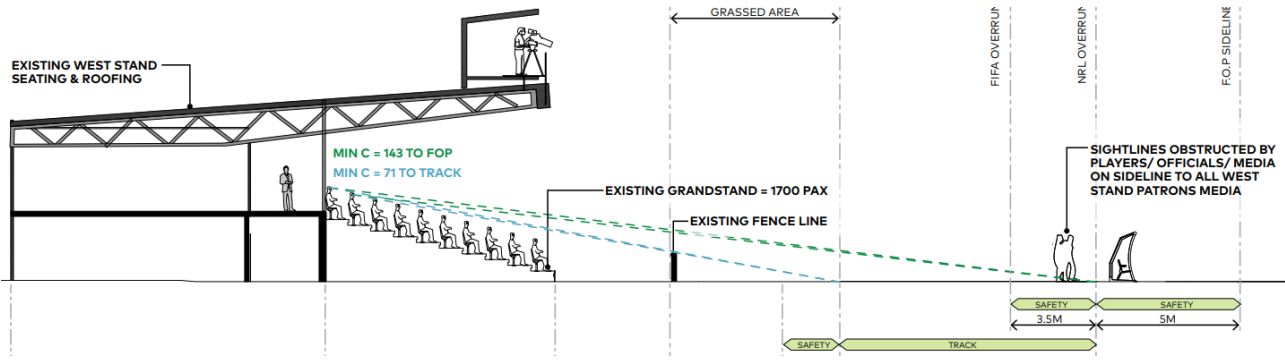
The existing grandstand provides players facilities at ground level with access to the field of play via a pitch access passage. The ground level consists of six change rooms, referees' room, a kiosk, bar, kitchen facilities and administration offices. The upper level, accessible via lift, stairs and ramp, includes a corporate function room, three corporate boxes, a media communications room, food and beverage outlets and public amenities. A roof platform provides access for camera operators.

Although well-maintained, the condition of the existing grandstand is not considered to be of an appropriate level to be retained or upgraded as the main structure has been subject to significant structural movement and the players and officials' amenities do not meet current design standards.

The grandstand is positioned beyond a grassed area and an at-grade concourse, with the single-tier seating being located 26 metres from the rectangular field of play. This results in poor spectator views to the field of play and average sightlines to the athletics track as shown in Figure 3 (page 5).



Figure 3: Existing grandstand in relation to the field of play



The main Barlow Park grassed field of play is well maintained and suitable for international standard rugby league, rugby union and football. Athletics facilities at Barlow Park include an eight-lane IAAF-standard all-weather (tartan) track capable of hosting international events, three long jump pits, two discus, hammer throw and shotput training circles and an equipment storage shed. Both the main field of play and athletics track is lit by 620 lux lighting towers.

The adjacent West Barlow Park, accessible via a pedestrian bridge across Smiths Creek, has one rectangular field of play and a clubhouse building consisting of a kiosk, change rooms and amenities. An aerial map showing Barlow Park's existing site facilities is provided in

Figure 4.

Figure 4: Existing site facilities



## 2.2 The options

The PVR reference design development process involved an early multi-criteria assessment (MCA) to select a preferred reference design for further investigation. MCA is a tool that is used to compare investment proposals. The MCA considered eight reference design options that would maximise pre-and post-Games opportunities and meet the requirements as a host venue for Olympic football events.

## 2.3 Options analysis

The options analysis considered eight reference design options, taking into account key parameters including high-level area schedules, sectional information, indicative costs, precedent venue benchmarking studies, sightlines and field proximity analysis to help understand the spectator experience relevant to each option.

The eight design options considered were as follows:

- » Option 1: 5,000 Permanent seat two-tier western stand
- » Option 2: 5,000 Permanent seat single-tier western stand
- » Option 3: 3,500 Permanent seat single-tier western stand
  - Option 3b: 2,800 Permanent seat single-tier western stand
  - Option 3c: 2,800 Permanent seat single-tier western stand (reduced floor area including removing two change rooms, enclosed corporate facilities and reduces food and beverage outlet areas)
- » Option 4: 3,500 Permanent seat two-tier western stand
  - Option 4b: 2,912 Permanent seat two-tier western stand
  - Option 4c: 2,912 Permanent seat two-tier western stand (reduced floor area including removing two change rooms, enclosed corporate facilities and reduces food and beverage outlet areas)

Table 1 outlines the multi-criteria assessment used to assess the upgrade options.

**Table 1: Multi-criteria assessment**

CRITERIA	DESCRIPTION
<b>Utilisation</b>	<ul style="list-style-type: none"> <li>» Ability to create an attractive premier sporting destination</li> <li>» Improves venue utilisation for the community, complementary and commercial uses, and major events</li> </ul>
<b>Capacity</b>	<ul style="list-style-type: none"> <li>» Appropriate capacity to meet current and future demand</li> <li>» Capacity to enable the Games Olympic and Paralympic Games</li> <li>» Provides long-term expansion potential</li> </ul>
<b>Quality</b>	<ul style="list-style-type: none"> <li>» Enhancement of spectator experiences whilst providing equitable access</li> <li>» Ability to clarify the venue identity and creation of a long-term vision and Master Plan</li> </ul>
<b>Economic Contribution</b>	<ul style="list-style-type: none"> <li>» Delivering increased economic outcomes through increased venue activation</li> <li>» Maximises legacy benefits and opportunities by leveraging the Olympic Games requirements</li> <li>» Ability to become an international Tropical conditioning destination and develop high performance pathways</li> </ul>
<b>Operational Impact</b>	<ul style="list-style-type: none"> <li>» Anticipated operational cost is affordable</li> <li>» Provides opportunities for complementary and commercial uses, improving operational affordability</li> </ul>

## 2.4 Options assessment outcome

Option 4 was the preferred choice against the agreed evaluation criteria on the basis that it offers superior value for money through:

- » flexibility to expand the new West Stand's capacity as required, which enhances the spectator experience by bringing the spectator seating in closer proximity to the rectangular field of play
- » bringing the upper tier seating closer to the field of play when compared to a single-tier seating arrangement, providing an enhanced experience for spectators in the upper tier
- » improved operational flexibility of having the ability to close off the upper tier of the West Stand from spectator access during smaller community events, resulting in:
  - reduced ongoing maintenance costs and the financial sustainability of the venue
  - improved social and communal spectator experience through the concentration of activity to the lower tier and concourse level
  - ability to add 1,500 temporary seats over the existing athletics track, while also retaining the track.

## 2.5 Upgraded Barlow Park key features

The Barlow Park upgrade is focused on substantially improving the athlete and spectator facilities in a new West Stand to support community and high-performance sport.

The new West Stand design has been developed to meet the Brisbane 2032 Olympic and Paralympic Games requirements, while ensuring the venue will provide for sporting, community, cultural and entertainment needs well beyond the Games. The new West Stand enables much improved sight lines to the athletics track and rectangular field of play.

Historic usage and future event attraction opportunities indicate that the most frequent sporting events such as Northern Pride matches, FNQ Rugby Union finals and athletics carnivals attract smaller attendances of 1,500 to 2,000. The design responds to the hosting of these events with the two-tier stand being designed to bring spectators as close to the rectangular field as possible with the lower bowl (2,002 seats) serving rectangular field of play sports and athletics, and the upper bowl (1,511 seats) with sight lines tailored to the rectangular field of play catering for increased attendances of larger sporting events such as FNQ Rugby League matches.

It is proposed that access to the athletics track will be preserved through a modular system of retractable seating, maintaining access for athletics events and daily community use. In addition to the 3,500 fixed seats, 1,500 retractable seats can be deployed over the athletics track to serve the rectangular field of play. The West Stand can therefore achieve a total seating capacity of 5,000 for Games mode and larger sporting events such as NRL matches and major football events.

The design of the West Stand accommodates administration, a central kitchen, players facilities, food and beverage outlets for spectators, spectator amenities, a forward event management facility, coaching and media facilities, a function room and corporate offerings. The design finds a balance between permanent facilities and space allocations for bump-in facilities noting that a full 5,000 seat occupancy will be event-based only.

Accessibility has been incorporated into the design so that the venue is universally designed and meets the needs of all users.

A preliminary credit pathway for the Project, targeting a 6 Star Green Star rating, has been developed in consideration of the current stage of design and to communicate the objectives, requirements and strategies to drive sustainable outcomes. Future proofing considerations have been built into the design, including:

- » diverse power sources into and around the venue, and the wider site
- » communication cabling and utility management / ducting capacity and routes around the venue and wider site
- » field of play lighting that meets international federation and broadcast requirements and / or lighting that has the ability to be refocused or added to for differing sports.

The proposal seeks a climate and context-responsive facility with screening to the west and generous terraces opening to the mountain ranges, allowing for natural ventilation. Existing vegetation is retained where possible and additional planting is intended to provide an identifiable tropical setting appropriate for Cairns.

An artistic impression of the proposed West Stand is provided in Figure 5 (Page 8).



Figure 5: Artistic impression of the West Stand's Eastern Elevation (including retractable stand over track)



## 2.6 Transport linkages

Barlow Park is accessible from the Cairns CBD via bus stops located within 500-700m on Mulgrave Road (Bruce Highway), Spence Street and Draper Street. Cairns Railway Station is situated 650m to the northeast of the site. The area has extensive active transport network connections with footpath and on-road bicycle lanes surrounding the flat terrain site.

Spectator access to the venue is via the main Scott Street entrance and the secondary Spence Street entrance. Vehicular access to the venue is via Severin Street and Scott Street. A network of sealed pathways provides access to all facilities and spectator areas at the venue.

The venue has an on-site carpark with a vehicle capacity of 250 spaces, with overflow parking available at West Barlow Park which can accommodate approximately 250 more vehicles for large events if required. The on-site carpark will be upgraded as a separate but interdependent project, with completion intended to occur at the same time of completion of the upgraded Barlow Park.

Cairns Regional Council is currently in the process of developing a Master Plan and Project Validation Report for the Cairns Major Events precinct, which encompasses Barlow Park, West Barlow Park, Little Barlow Park and surrounds, Cairns Showgrounds, Cairns BMX Club, Cairns City Kennel Club and the Cairns Youth and Recreation Centre. The Cairns Major Events Precinct Master Plan and Project Validation Report will consider the scope of the upgraded Barlow Park and presents a unique opportunity to plan the long-term vision of the precinct, and to augment the transport linkages to and from both Barlow Park and the broader precinct.



## 2.7 Key outcomes

The key economic outcomes and benefits of the Barlow Park upgrade are summarised within Table 2 below.

**Table 2: Barlow Park upgrade economic outcomes and benefits**

 <b>Employment</b>	<p>The project will generate short-and long-term employment opportunities for the Cairns region. It is estimated that 77 full-time equivalent (FTE) jobs will be directly supported during the construction phase of the project, with further employment opportunities supported by the ongoing operations and maintenance of the upgraded venue.</p>
 <b>Tourism</b>	<p>Barlow Park will host major events before, during and after the Games, generating increased interstate and international tourism visitation and expenditure to the Cairns region and Queensland. The Games and the upgraded Barlow Park facilities will strengthen Cairns' recognition as a tourism destination and a regional gateway to Asia and the Pacific.</p>
 <b>Economic development</b>	<p>Barlow Park's additional capacity, enhanced facility quality and improved user experience will create economic development benefits and increased opportunities for small local businesses. The introduction of new corporate facilities will see an increase in commercial opportunities and increased casual hire for meetings, conferences and functions, to support economic growth.</p>
 <b>Development pathways</b>	<p>The Games provides emerging Australian athletes with enhanced development pathways, additional training facilities and the comfort and convenience of competing in an international event within their home country. Players at all levels of sport and spectators will have an improved experience at Barlow Park due to upgraded facilities at a premium venue.</p>
 <b>Health and wellbeing</b>	<p>The community health and wellbeing benefits of increased participation in sports at the upgraded Barlow Park include improved physical and mental health outcomes.</p>
 <b>Volunteering</b>	<p>The volunteering program at the Games will support a variety of benefits, including the direct value of the work undertaken by the volunteers and the increased likelihood of Queensland residents to volunteer in the future. Examples of ongoing volunteering at Barlow Park before and after the Games include coaching, refereeing and support staff for large sporting events.</p>
 <b>Diversity and inclusion</b>	<p>A key principle of the Games is 'a Games inclusive for all Queenslanders'. Investment in wayfinding, amenities and accessibility improvements at Barlow Park will promote diversity and support increased visitation and sport participation for those with disabilities, and broader visitation and participation by the community, improving diversity and inclusion at Barlow Park.</p>
 <b>Community</b>	<p>The project will support community and resident benefits within the Cairns catchment, including increased opportunities for public gatherings and community activations. Hosting the Games generates a range of ongoing social benefits including improvements in health and wellbeing, quality of life, civic pride, social cohesion and sense of community<sup>1</sup>.</p>

<sup>1</sup> 2032 Olympic and Paralympic Games, Value Proposition Assessment, 2019.

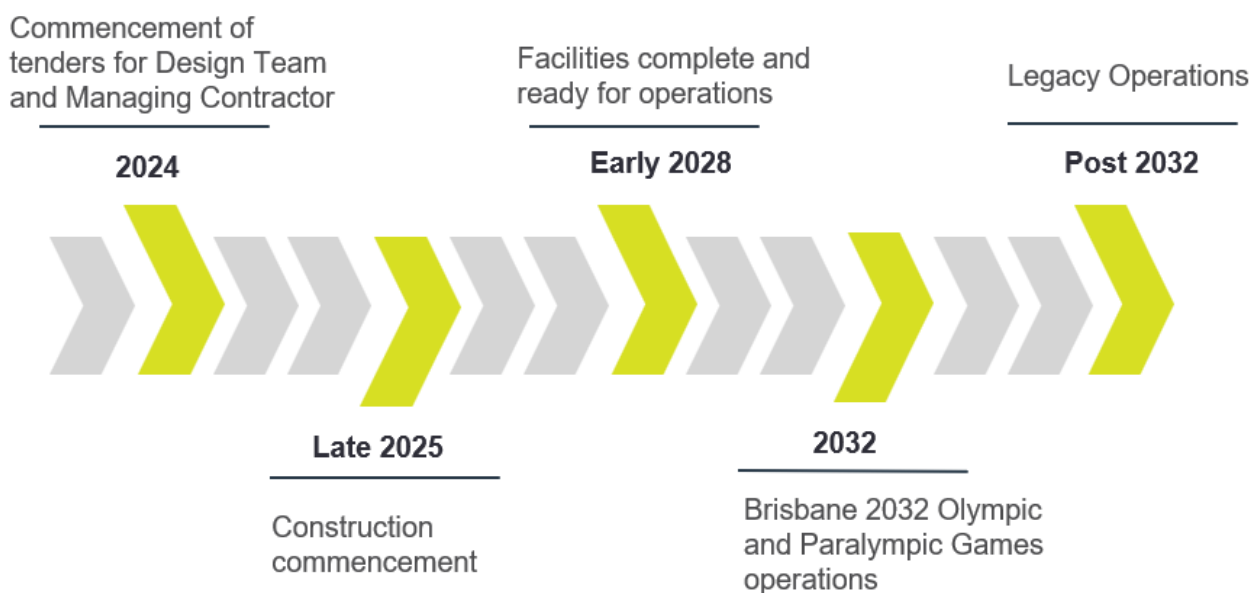
## 2.8 Indicative Program

The construction timeline and indicative milestones identified in Figure 6 have been programmed on the basis that the Barlow Park upgrade will be procured through the following processes:

- » single package encompassing all scope of works (early works and construction)
- » two-stage managing contractor delivery model.

A procurement approach has been developed in accordance with the Queensland Procurement Policy and Building Policy Framework.

Figure 6: Key milestones (indicative)



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## 3 SOCIAL AND ECONOMIC IMPACTS AND BENEFITS

The Barlow Park upgrade project provides the opportunity to create a premier sporting destination and legacy with an ability to attract major events to the region whilst providing improved user and spectator experiences, increased capacity for community use, complementary uses and other commercial opportunities. A Social Impact Evaluation (SIE) provided a robust methodology to evaluate the project. The purpose of the SIE and associated economic analysis was to identify economic and social impacts resulting from the project. These impacts have been quantitatively and qualitatively assessed below.

## 3.1 Social Impact Evaluation

Overall, the SIE identified social impacts anticipated by the delivery of the Barlow Park upgrade project. The positive impacts of delivering the upgraded facilities including:

- » increased opportunities for local SMEs to provide goods and services during the construction phase and the Games period
- » increased opportunities to stimulate the local economy in Cairns
- » improved club athlete experiences and equity of access for all athletes and officials
- » improved club revenue potential, including an uplift in business community access to facilities (meeting rooms) for casual use
- » increased community access and greater enjoyment of Barlow Park
- » access to world-class sports and entertainment offerings.

Impacts to be minimised relate to disruption, increased noise and air pollution caused by construction works and the potential impacts related to the relocation of existing tenants. The Games Venue and Legacy Delivery Authority will work with Cairns Regional Council to minimise disruption to tenant and user stakeholders.

## 3.2 Economic analysis

The upgraded Barlow Park is expected to provide a positive economic impact to the Cairns economy as well as the broader Far North Queensland region. In addition to the economic uplift, such as employment generation and tourism, its benefits include increased community health and wellbeing through increased participation in sport, enhanced sporting development pathways for emerging athletes and diversity and inclusion benefits through increased visitation and sport participation for those with disabilities.

The economic analysis for the Barlow Park upgrade project comprised:

- » **Quantitative analysis** – based on an estimate of full-time equivalent jobs directly supported by construction of the project.
- » **Qualitative analysis** – based on the socio-economic benefits achieved by the project, informed by the Investment Logic Mapping and SIE process, aligned with broader benefit assessment of the Games.

### 3.2.1 Employment benefits

Queensland Treasury guidelines were used to quantify employment benefits. During construction, proposed from 2025-2028, the Barlow Park upgrade is expected to directly support 77 full-time equivalent jobs across each year of construction. There would also be an increase in operational jobs to cater for increased patronage resulting from increased seating and the venue's capacity to host more and larger events.

### 3.2.2 Civic pride and destination branding

Based on the findings in the SIE, Cairns residents are likely to place a civic pride value on the upgraded venue which will encourage increased participation at all levels of sport including community, club and high-performance pathways. This report does not quantify and monetise this impact, however, it is expected that there will be increased tourism resulting from enhanced destination branding and recognition after the Games.

### 3.2.3 Operational and environmental impacts

The Barlow Park upgrade is planned to be constructed as a sustainable venue and will target a 6-Star Green Star building rating with the Green Building Council of Australia, which aligns with the IOC's sustainability and legacy agenda.

The project will be designed to maximise sustainability outcomes by reusing materials where possible, reducing construction operations carbon footprint and using green materials and other technologies for construction.

The upgrades to Barlow Park and the associated bump-in costs for large sporting events like NRL games, will reduce the commercial arrangement overlay costs of Cairns Regional Council to host the events.



### 3.2.4 Other benefits

The Barlow Park upgrade will deliver social benefits relating to enhanced user experiences and sporting pathways. Players from Football Queensland, Football Australia, Northern Pride Rugby League, Far North Queensland Rugby League, National Rugby League, Far North Queensland Rugby Union, Queensland Rugby Union, athletes from Cairns Athletics, Athletics North Queensland and Queensland Athletics, and spectators will all have an improved experience at Barlow Park due to the upgraded facilities.

Female players and referees will have equitable access to their sporting codes due to an increase in the number of changing facilities and sporting clubs will have greater access to amenities that will enable improved event revenue generation and long-term financial sustainability.

The Barlow Park upgrade will provide improved access to quality sports facilities for all levels of sport, support increased participation at all levels of sport including community, club, high-performance pathways and elite-level, and will also support increased club attraction and grassroots participation.

## 4 COST, RISK AND FINANCIAL ANALYSIS

### 4.1 Financial assessment methodology

A financial assessment methodology was developed incorporating all relevant state and national guidelines. The methodology was tailored to consider project complexities, stakeholder landscape, timing, and the objectives of the PVR. Figure 7 provides an overview of the financial analysis methodology.

Figure 7: Steps of the financial analysis methodology



### 4.2 Analysis summary

A financial and affordability analysis considered the financial implications of the project for the Australian and Queensland governments, incorporating revenue and costs over an evaluation period of 25 years. It compared those costs to the scenario in which the venue did not receive an upgrade and continued to host the same events.

The Barlow Park upgrade will be funded within a \$91.1 million budget envelope established by the Intergovernmental Agreement between the Queensland and Australian governments.

A cost advisor developed capital, maintenance and lifecycle costs, along with risk adjustments and escalation values to inform the modelling of both the non-risk adjusted and risk adjusted costs in FY2023 real, nominal, and present value terms. Ongoing costs associated with the operation of the venue, to be funded by CRC, such as lifecycle and maintenance costs, utilities, staffing, security, insurance and event-related costs were included in an affordability analysis.

## 4.3 Risk assessment methodology

Risk is an inherent part of any project and can be categorised into the following groups:

- » **Planned risks:** Risks that the cost of construction and operation differ from base estimates, such as likely variances in quantity and unit rate, or price, for the construction and operating phases.
- » **Unplanned risks:** Risks that relate to potential changes in the project's intended development, procurement, implementation, financing and operations.

As part of the PVR, risks were identified for the project through multiple risk workshops, with the unplanned and contingent risks and inherent and planned risks confirmed by the PVR team.

During the design and construct phases of the project, risk will be actively managed through a collaborative process aligned the Queensland Government's Risk Management Framework.

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# 5 MARKET CONSIDERATIONS

## 5.1 Current market overview

Australia is currently experiencing an unprecedented boom in infrastructure investment. In the past 12 months, Queensland's pipeline of major public infrastructure projects has continued to grow, including various investment initiatives from the Queensland Health and Hospitals Plan<sup>2</sup>, the Queensland Energy and Jobs Plan<sup>3</sup> and the Homes for Queenslanders Plan<sup>4</sup>. As a result, the construction market is experiencing capacity constraints, which could lead to resource constraints and limit the availability of skilled labour during the delivery phase of the project. Market availability and resource pressures will be considered as the project moves into the delivery phase.

## 5.2 Market sounding

An external market sounding process was initially undertaken for the whole Minor Venues Program to be funded under the IGA. This led to targeted sessions to inform the delivery model assessment. A targeted engagement approach was adopted to ensure relevant and informed responses were received from market sounding participants while protecting the confidentiality of project-related information.

Feedback was sought from construction contractors and consultants (engineers and architects) on the delivery models shortlisted, as well as packaging options, procurement and construction program, risk allocation and market appetite. It was noted that participation in the market sounding process has no influence on any future procurement process for the project, but participants were given the opportunity to raise questions and provide comment. This feedback has been used to support the selection of a project delivery model and development of the cost estimate.

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<sup>2</sup> Source: The Queensland Health and Hospitals Plan, [The Queensland Health and Hospitals Plan](#)

<sup>3</sup> Source: Queensland Energy and Jobs Plan <https://www.epw.qld.gov.au/energyandjobsplan>

<sup>4</sup> Source: [Homes for Queenslanders \(housing.qld.gov.au\)](#)

# 6 DELIVERY AND OPERATING STRATEGY

## 6.1 Delivery model assessment methodology

An important component of the Barlow Park PVR was identifying and confirming the preferred delivery model to procure and deliver the project. The market sounding and delivery model assessment methodology was aligned with relevant state and national guidelines. The delivery model assessment involved a series of collaborative workshops with representatives from Queensland Government, Cairns Regional Council and the Australian Government. A procurement evaluation workshop was held to:

- » discuss factors that may influence the procurement strategy
- » discuss the project in the context of a wider program of Games projects
- » agree to the key objectives and constraints of the preliminary procurement strategy
- » evaluate the Barlow Park upgrade scope, components and characteristics
- » evaluate and identify the preferred packaging of the asset procurement
- » evaluate and identify the preferred delivery model for the asset procurement.

## 6.2 Assessment outcomes

The delivery model analysis determined that a single package encompassing the entire scope of works (early works and construction) was preferable as it would support bidding from a wider range of construction market participants and enable efficient management of interface risks, while presenting greater opportunity for early discovery and remediation of latent site conditions, and acceleration of the overall construction program.

The managing contractor delivery model was the preferred approach as it meets Queensland Government and project-specific requirements and has been successfully used to deliver projects of a similar nature and scale. The Barlow Park managing contractor delivery model is a two-stage variant that sees the Managing Contractor incorporate a team of design consultants. This delivery model is well suited to the Barlow Park upgrade as it:

- » optimises the opportunity for early contractor involvement
- » provides an opportunity for acceleration of the project program, potentially resulting in escalation cost savings
- » leverages the benefits of both the traditional Design & Construct and Managing Contractor models
- » provides a high degree of flexibility and creates opportunities for incentivisation to encourage innovation and improved performance.

## 6.3 Operating strategy

Barlow Park is operated by CRC. CRC will operate the new West Stand and the existing venue facilities. The proposed operating model is an extension of the current operating arrangements by CRC.

The venue will continue to operate to deliver a mixture of open community access, dedicated high-performance sport program access, major event exclusive access, commercial hire and subsidised community hire. CRC will manage access to the venue to ensure that equitable access is maintained pre- and post-Games for legacy benefits by community users and high-performance sport programs.

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# 7 PROJECT GOVERNANCE AND GOVERNANCE

## 7.1 Project governance

The PVR was developed within the governance arrangements established by the Queensland Government, and consistent with the Intergovernmental Agreement, to ensure the successful planning and delivery of infrastructure projects related to the Games. The governance arrangements for delivery of the Games are set out in Figure 8.

Figure 8: Governance



## 7.2 Project assurance

The PVR was developed in accordance with various frameworks including the Queensland Government’s Project Assessment Framework, Business Case Development Framework, Infrastructure Governance Framework, Infrastructure Proposal Assurance Framework, and Infrastructure Australia’s Assessment Framework. An assurance plan was developed which sets out the assurance activities and identified how they would be integrated into the design of the governance arrangements, project resourcing strategy, program timeframe and budget. Figure 9 summarises the process for establishing assurance activities.

Figure 9: Process for establishing assurance activities



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# 8 IMPLEMENTATION PLANNING

## 8.1 Overview

The Queensland Department of State Development and Infrastructure has been the program sponsor and led the program governance and coordination for the planning and delivery of the Barlow Park upgrade until the Games Venue and Legacy Delivery Authority was established and assumed responsibility for the delivery of the project.

## 8.2 Procurement Planning

A procurement strategy was prepared as part of the PVR and incorporates:

- » an investigation of preliminary procurement strategies that could achieve the best procurement outcomes, taking into consideration project and program objectives and market knowledge
- » appropriate identification and management of risks
- » determination of the most appropriate methodology for the formal market approach
- » development of procurement planning activities.

Procurement is to be planned in accordance with the Queensland Procurement Policy and Building Policy Framework.

Additionally, as agreed between the Australian and Queensland governments in the Minor Venues Program under the IGA, the Games Venue and Legacy Delivery Authority will:

- » source at least 30 per cent of procurement from Queensland 'small and medium enterprises' and maximise opportunities for Australian businesses more generally
- » target opportunities for Indigenous participation and employment, including three per cent of 'addressable spend' being with Aboriginal and/or Torres Strait Islander businesses
- » target a minimum of 10 per cent, for projects valued between \$10 million and \$100 million, and 15 per cent, for projects valued over \$100 million, of total labour hours to be undertaken by apprentices and trainees or through other workforce training
- » prepare Gender Equality Action Plans to ensure a minimum of six per cent of apprentice and trainee labour hours, and a minimum of 4 per cent of trade apprentice and trainee labour hours, are undertaken by women.

## 8.3 Stakeholder engagement

As part of the PVR, consultation was undertaken with stakeholders including accessibility groups. A Communications and Stakeholder Management Plan will be used to engage with project stakeholders through the delivery phase of the project.

## 8.4 First Nations engagement

The Brisbane 2032 Olympic and Paralympic Games presents a unique platform to highlight to a global audience the significant contribution of Aboriginal and Torres Strait Islander peoples. A Connecting with Country Strategy will inform the design and delivery of venues and villages and serve as a critical framework for new and upgraded venues being used for the Games. It will set a precedent for incorporating the principles of connecting with Country and engaging with Traditional Custodians in the design process within Queensland. The Queensland Government is committed to engaging First Nations peoples throughout planning and delivery of Games venues, including for the Barlow Park upgrade.

## 8.5 Accessibility and inclusion

The Queensland Government is committed to making Games venues fully accessible. An Accessibility and Inclusion Strategy will be used to inform the design of the venues and villages and outline best practice inclusive design principles.