

Major Sports Facilities (Major Concerts at Brisbane Stadium (Lang Park)) Amendment Regulation 2025

Explanatory notes for SL 2025 No. 155

made under the

Major Sports Facilities Act 2001

General Outline

Short title

Major Sports Facilities (Major Concerts at Brisbane Stadium (Lang Park)) Amendment Regulation 2025

Authorising law

Sections 4, 30A and 33 of the *Major Sports Facilities Act 2001*.

Policy objectives and the reasons for them

The *Major Sports Facilities Act 2001* (the Act) provides for the management, operation, use, development and promotion of facilities in Queensland for staging national or international sports, recreational or entertainment events, special events and for other purposes.

The Act establishes Stadiums Queensland (SQ) as the statutory authority responsible for operating major sports facilities that are declared under section 4 of the Act and property in those facilities is vested in SQ. A major sports facility is a facility that has capacity to stage national or international sports, recreational or entertainment events, or special events. Special events are defined under Schedule 2 of the Act as meaning major concerts, public assemblies or religious events.

The subordinate legislation for the Act, the *Major Sports Facilities Regulation 2014* (the Regulation), restricts the allowable number of major concerts held at Brisbane Stadium (also known as Lang Park or Suncorp Stadium) to no more than 12 concerts per calendar year.

Out of the 12 total allowable concerts at Brisbane Stadium per calendar year, Ministerial approval has already been provided for seven concerts by major international artists to be held over January and February 2026. Concert promoters have already engaged with stadium operators regarding an additional nine acts performing at Brisbane Stadium in 2026, however,

due to the current limit on the number of concerts imposed by the Regulation, Brisbane Stadium is unable to secure these events at this stage.

The objective of the *Major Sports Facilities (Major Concerts at Brisbane Stadium (Lang Park)) Amendment Regulation 2025* (the Amendment Regulation) is to temporarily increase the number of major concerts that can be held at Brisbane Stadium for the 2026 calendar year only, to satisfy an increase in demand for concerts to be held at the venue. More broadly, the purpose of temporarily increasing the number of concerts that can be held at Brisbane Stadium for 2026 is also to promote public participation in cultural life through the enjoyment of artistic and cultural expression.

A cap of 21 concerts has already been identified as the best estimate of the maximum required to meet the extra demand for concerts from significant international artists at Brisbane Stadium for 2026, particularly when taking into account that some highly anticipated concerts will take place on two or more evenings e.g., Ed Sheeran will play three concerts in February 2026. As the Regulation specifies and limits the number of concert events permitted in a calendar year, an amendment to the Regulation is the only option to achieve the desired outcome.

Achievement of policy objectives

The Amendment Regulation will amend the Regulation by inserting a new provision which prescribes that the concert cap for Brisbane Stadium for the 2026 calendar year only will be up to 21 concerts. The Amendment Regulation also provides for the expiration of the temporary concert cap on 1 January 2027.

Consistency with policy objectives of authorising law

The Amendment Regulation is consistent with the policy objectives of the Act. The purpose is achieved by giving effect to the Amendment Regulation.

Inconsistency with policy objectives of other legislation

The Amendment Regulation is not inconsistent with the policy objectives of other legislation.

Alternative ways of achieving the policy objectives

The option to preserve the legislative status quo was considered. This option was not recommended as it does not provide the operating conditions required to meet increased demand for concerts at Brisbane Stadium for 2026. Additionally, this option may result in the forgoing of social, economic, and reputational benefits that staging concerts at the venue provide. It would also overlook the documented majority community support for calendar year total of concerts at Suncorp Stadium that is higher than 12, as captured during 2024 consultation.

Additionally, the options of temporarily increasing the maximum number of allowable concerts to a number greater than or less than 21 for 2026. A temporary increase in the number of concerts allowable for 2026 that is greater than 12 but less than 21 could still provide SQ and

Legends Global (the managers of Brisbane Stadium) with an increased ability to cater to demand for concerts to be held at Brisbane Stadium. However, there would still be uncertainty as to whether the concert cap would be sufficient to meet demand. Considering that SQ and Legends Global have advised that 21 concerts is the estimated maximum total number of allowable concerts required to meet demand, a number higher than 21 would be surplus to requirements.

Another additional approach to achieve the policy objective would be to permanently increase the number of major concerts that may be held at Brisbane Stadium from up to 12 to up to 21. This approach would broadly align with the outcomes of 2024 consultation on proposed amendments to the Regulation, with 60.4% of all responses and 56.7% of responses from those residing within the Lang Park Traffic Area indicating that their preferred number of concerts at Brisbane Stadium/Suncorp Stadium would be greater than 12.

However, the Department of Sport, Racing and Olympic and Paralympic Games has not received advice that the demand for concerts at Brisbane Stadium in 2026 is likely to continue at this level beyond 2026. In addition, considering an increase from up to 12 concerts to up to 21 concerts in a calendar year would be a significant increase if made permanent, it has been determined that further evaluation, including community consultation, should take place regarding the on-going benefits and impacts of concerts held at Brisbane Stadium prior to any potential future regulatory decision-making on this matter.

Benefits and costs of implementation

The Amendment Regulation temporarily increasing the number of concerts for the 2026 calendar year at Brisbane Stadium will not incur any potential compliance costs for local businesses, community or government.

Any costs of complying with mitigation strategies set out in the Regulation (in order to moderate the impacts of events on the surrounding community) will be borne by the venue hirer or promoter. As an example, increased police presence will be required as a result of the increased numbers of concerts. Police presence depends on several factors considered in a risk assessment done by the Queensland Major Events Policing division within the Queensland Police Service. The cost of police is passed through to the concert promoter or hirer. This cost is not borne by government, SQ nor the stadium operator. Furthermore, concerts at Brisbane Stadium are profitable and are not supported or subsidised by taxpayer funds. In addition, all Brisbane Stadium events use integrated ticketing and the cost for transport services is included in the ticket price.

The Amendment Regulation providing a temporary increase to the maximum number of concerts allowed for 2026 at Brisbane Stadium may have potential negative impacts on the communities neighbouring the stadium. These impacts may include, but are not limited to, increases in noise, traffic, lighting, and other general nuisances. These impacts also have implications for the human rights of residents in the areas surrounding Brisbane Stadium. Under existing provisions in the Regulation, operators and hirers of Brisbane Stadium are required to ensure that concerts comply with relevant conditions for noise, lighting, building, operating hours and notification requirements and for transport and operational management plans. These stakeholders are also required to submit summarised details of the event including

the number, location and type of any complaints received, as well as details on noise measurements and other information relevant to the consideration of negative impacts from the event on the residents of neighbouring communities.

The Amendment Regulation will not change existing provisions which work to mitigate the negative impacts that may be experienced by residents neighbouring Brisbane Stadium and will continue to ensure the operators and hirers comply with appropriate operating standards. The Amendment Regulation will also have positive economic and social impacts through being able to deliver highly demanded entertainment events within the Brisbane CBD leading to increased tourism, employment opportunities and revenue for local businesses as well as promoting and supporting the arts and entertainment sectors and promoting the enjoyment of cultural and artistic expression.

Brisbane Stadium offers a capacity of 52,500 seats – providing a large stadium size concert venue in the Brisbane central business district not otherwise available (noting that the Brisbane Entertainment Centre capacity is only 13,500). The stadium is unique due to its physical characteristics, including that it is well serviced by multiple public transport options (heavy rail and buses) and it has been designed to enable easy access for the movement in and out of the significant equipment required to stage international concert acts.

The major concert events that are held at Brisbane Stadium typically bring significant input to the local and regional economy, and due to the international significance of the artists, they bring global attention to Brisbane and Queensland. Major concerts generate increased tourism, support local jobs in hospitality and event services, and contribute to the state's reputation as a world-class destination for entertainment and cultural experiences.

The Brisbane Economic Development Agency estimated in 2022 that a large concert event at Brisbane Stadium selling 50,000 tickets generates \$21.2 million dollars of economic activity, supports approximately 650 full-time equivalent jobs and brings an estimated 30,000 out of region visitors to Brisbane, including intrastate, interstate and international visitors. In addition, it is estimated that four Edinburgh Military Tattoo shows scheduled to take place in February 2026 at Brisbane Stadium will generate approximately \$39 million for the Queensland economy. Temporarily increasing the concert cap will also help to maximise the utility and public benefit of Brisbane Stadium, including supporting return on significant public investment in the venue.

Ultimately, a temporary increase in the concert cap will provide economic and social benefits at local, regional and state levels, satisfy demand for large concert events, while also broadly aligning with the views and support from survey respondents, including local community members and local business owners and operators, as captured in 2024 consultation data.

Consistency with fundamental legislative principles

Section 4 of the *Legislative Standards Act 1992* (the LS Act) outlines principles that require legislation to have sufficient regard to the rights and liberties of individuals and the institution of Parliament. Fundamental legislative principles have been reviewed to ensure adequate safeguards have been provided. The Amendment Regulation is consistent with the policy objectives of the Act, which includes providing for the management, operation, use, development and promotion of facilities in Queensland for staging concerts and major sport

events and is within the power of the empowering Act. The Amendment Regulation has also been drafted in an unambiguous, sufficiently clear and precise manner, in accordance with the LS Act.

The Amendment Regulation may incur minor impacts on the rights and liberties of individuals, as an anticipated increased number of concert events at Brisbane Stadium in 2026 will result in increased noise, traffic and parking restrictions, and increased activity around the stadium in the lead up, during, and post the event day. However, the Regulation places significant conditions on the conduct of special events at Brisbane Stadium which reduce undesirable impacts on the community and local businesses. These conditions, which the Amendment Regulation will not change, are namely:

- Schedule 2 of the Regulation requires that an operator (the person who manages the facility for SQ) has prepared, and given to the chief executive, a Transport Management Plan that states the operational transport management actions required for the event, including, but not limited to, a car parking scheme, details of road and street closures, details of train, bus and coach services, pedestrian and traffic controls, emergency services and access for disabled persons.
- The operator of the stadium must give a copy of the proposed Transport Management Plan for comment to the transport coordination group for the facility and the stadium management advisory committee for the facility and arrange for the regulation of the traffic area around the facility to be carried out by the Brisbane City Council under its relevant local law.
- Before the event begins, SQ must ensure that the operator has prepared, and given to the chief executive, an operational management plan which identifies potential adverse impacts of the use of the facility for the event and details the measures to be adopted to mitigate and manage these impacts. These include noise control, event building and construction work, entertainment activities associated with the event (such as fireworks, helicopters, blimps or public address systems), pedestrian and traffic movement, and crowd behaviour.
- Schedule 2 of the Regulation requires compliance with AS 4282-1997 for Control of the Obtrusive Effects of Outdoor Lighting and provides several constraints regarding the operating hours for events, to minimise impact on the local community.
- Schedule 2 of the Regulation details a range of noise monitoring requirements for the operator, including that noise measurements comply with the Queensland Government's Noise Measurement Manual.
- SQ must also take all reasonable and practical measures to ensure that occupiers of land who are likely to be significantly impacted by the event, including occupiers of land in the Lang Park Traffic Area, are given at least 20 business days written notice of the event, including for when sound tests and rehearsals are carried out.

Given the existing significant regulatory requirements in place to minimise adverse impacts for the local community, temporarily amending the Regulation to increase the concert cap from up to 12 to up to 21 concerts for the 2026 calendar year is considered to be consistent with fundamental legislative principles.

Consultation

Between 16 February and 12 March 2024, statewide consultation took place on a previous regulatory proposal to permanently increase the Brisbane Stadium concert cap from up to six to up to 12 concerts per calendar year. Consultation was undertaken through a survey hosted on the *Get Involved* website, including the option to provide a written submission. Direct invitation to other stakeholders, including local governments, was also provided. Consistent with the *Queensland Government Better Regulation Policy*, consultation was promoted through various channels to ensure that the local community and other interested stakeholders had reasonable opportunity to engage with and respond to the survey. Respondents were consulted on a range of potential concert cap limits, namely:

- no change (up to six concerts per year)
- up to eight concerts per year
- up to 10 concerts per year
- up to 12 concerts per year
- more than 12 concerts per year.

During the consultation period, 442 responses were received comprising 434 online survey responses and eight written submissions. A clear majority of respondents (81.3%) either agreed (9.9%) or strongly agreed (71.4%) that Brisbane Stadium should be permitted to hold up to 12 concerts per year on a permanent basis from 2025 onwards. Respondents indicated that concerts were an important part of Brisbane's cultural fabric and international reputation. Based on the findings of this consultation, a permanent amendment to the regulation concert cap, increasing it from up to six to up to 12 concerts per calendar year from 2025 was legislated in late 2024. However, it should also be noted that most respondents (60.4%) also specified their preference for the cap to be greater than 12, with 56.7% of respondents living in the Lang Park Traffic Area also supporting more than 12 concerts per year.

Advice from the Office of Best Practice Regulation (OBPR) indicates that the consultation undertaken in 2024 showing support for more than 12 concerts per year at Brisbane Stadium can be used to support a temporary increase to the Brisbane Stadium Concert Cap. OBPR also recommended that post-implementation consultation and evaluation should take place to assess the impacts of concerts at Brisbane Stadium on local residents.