

GC2018 Legacy: Beyond the Games report 2024

2024



Gold Coast
2018

XXI Commonwealth Games



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1. GC2018

The Gold Coast 2018 Commonwealth Games (GC2018) was the largest international sporting event staged in Australia over the past decade and the largest ever hosted by the Gold Coast. From 4 to 15 April 2018, athletes from 71 nations and territories competed in a wide array of events, spanning 18 sporting disciplines.¹ GC2018 was held across 18 different venues, including iconic locations like the Carrara Stadium and the Gold Coast Aquatic Centre, across four cities: Gold Coast, Cairns, Brisbane and Townsville.¹ With a strong emphasis on sustainability and innovation, GC2018 used state-of-the-art technology and implemented environmentally friendly initiatives.²

GC2018 generated significant international exposure - it was viewed live by 1.2 million spectators and broadcast to an estimated cumulative global television audience of 1.5 billion people.³

2. Purpose of report

In June 2023, the Department of Tourism and Sport (DTS) engaged the services of EY to prepare the final Post Games Legacy Report (this Report) to assess the benefits against key objectives listed in the associated Monitoring and Evaluation Framework. This evaluation framework was collaboratively developed by the Queensland State Government and City of Gold Coast and other partners. This Report also provides an analysis of lessons learnt and potential considerations for Brisbane 2032 Olympics and Paralympics Games legacy planning.

3. The Evaluation Framework

Figure 1: The Framework themes



The Queensland State Government collaborated with stakeholders to produce a framework to monitor the delivery of legacy achievements and determine the return on investment for the Government and other stakeholders on GC2018 legacy initiatives. In alignment with the themes listed in the Embracing 2018 Legacy Strategy, this final evaluation analyses success against the three themes of 'our economy', 'our lifestyle' and 'our community' as depicted in Figure 1. Other potential benefits outside of the framework have also been identified and captured.

Table 1 below contains a list of the success factors used to evaluate the key themes of the framework. It is noted that some success factors and outcomes are time-specific, and therefore may have been evaluated in previous reports.

Table 1: Evaluation objectives^{5,9}

Theme	Success factor
1. Our economy - leveraging opportunities to strengthen Queensland's economy and grow business and employment	1.1. Queensland has an international reputation for delivering high-quality major events
	1.2. The Gold Coast Health and Knowledge Precinct is recognised internationally as a hub for business, research and development
	1.3. Gold Coast and Queensland business are competitive for contracts to supply goods and services to GC2018 and other major projects both domestically and internationally
	1.4. Queensland is Australia's premier destination for domestic and international tourism
	1.5. Infrastructure developed for GC2018 provides long-term community benefits
	1.6. Queensland businesses experience significant economic uplift post GC2018
2. Our lifestyle - leading our community to a more healthy, active and sustainable lifestyle	2.1. Queenslanders are encouraged to improve their health and wellbeing through physical activity
	2.2. Gold Coast residents embrace sustainable transport through greater use of public and active transport networks
	2.3. Best practice lessons in sustainable event management are transferred to future events
3. Our community - maximising opportunities GC2018 presents to celebrate our diversity and promote community cohesion and pride	3.1. Queenslanders have an increased sense of community and are actively inclusive
	3.2. Queenslanders value and embrace diversity
	3.3. Our sporting and community groups are invigorated with a spirit of volunteering and community service
	3.4. Queensland communities embrace cultural activities in the lead-up to, during and after GC2018
	3.5. Community perception is improved
4. Other benefits*	4.1. GC2018 enabled businesses to improve their internal processes
	4.2. GC2018 resulted in legislative change that has had legacy benefits for Queensland businesses

* Note: Other benefits was not included as a theme in the original framework and was added to reflect additional stakeholder consultation findings obtained during the preparation of this Report.



4. Evaluation questions

This Report seeks to address the following evaluation questions, which were developed by EY in collaboration with DTS:

- ▶ To what extent did the GC2018 legacy satisfy the Framework themes and its accompanying success factors?
 - ▶ To what extent were 'our economy' success factors met?
 - ▶ To what extent were 'our lifestyle' success factors met?
 - ▶ To what extent were 'our community' success factors met?
- ▶ What additional legacy outcomes were achieved from GC2018 that were not captured in the Evaluation Framework?
- ▶ What was the impact of COVID-19 on realising the success factors in the Framework?
- ▶ What was the impact of COVID-19 on legacy measurement?
- ▶ What are lessons learnt from GC2018 legacy measurement and the process of implementing the Framework?
- ▶ What are evidence-based recommendations in regards of legacy measurement that should be considered for Brisbane 2032 Olympic and Paralympic Games legacy planning?

5. Methodology

In order to gather information for this Report, the following methodology was followed.

Figure 2: Methodology

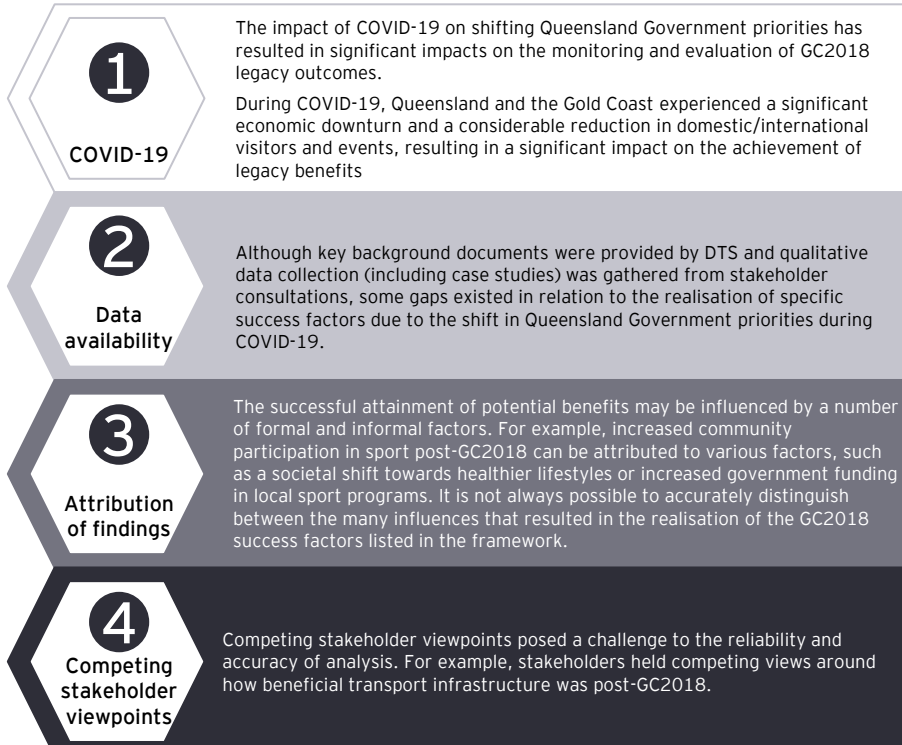
- 1 Information review and stakeholder engagement**
 - ▶ Reviewed all existing information provided by DTS*, and identified data gaps to inform stakeholder consultation.
 - ▶ Undertook desktop review to obtain supporting publicly available data.
 - ▶ Undertook stakeholder consultation to provide key insights and support the analysis.
- 2 Assessment of GC2018 Legacy outcomes**
 - ▶ Assessed the legacy benefits against themes of the framework.
- 3 Assessment of GC2018 Legacy processes**
 - ▶ Determined the extent to which the Legacy processes were effective and efficient to develop lessons learnt for Brisbane 2023 Olympic and Paralympic Games Legacy planning.
 - ▶ Assessed the impact of COVID-19 on the outcomes.
- 4 Reporting**
 - ▶ Presented key findings and recommendations.
 - ▶ Consolidated information into a report

* Note: Information provided by DTS included reports and analysis undertaken by other agencies, and publicly available information.

6. Limitations

This Report is based upon an analysis of key information provided by DTS, desktop research and stakeholder consultation insights. The successful attainment of legacy benefits may have been influenced by several factors, as presented in Figure 3 below.

Figure 3. Limitations



7. Outcomes assessment approach

Each outcome of the Evaluation Framework has been rated using the scale below. EY and DTS collaborated to rate success factors and outcomes from Games-time to 12 March 2024. This analysis incorporates findings from the Gold Coast 2018 Commonwealth Games Post Games Report.³ All success factors and outcomes have been weighted equally in determining the overall assessment score.

This approach forms the basis of the overall evaluation of the GC2018 legacy by assessing the success factors achieved to 12 March 2024 and considers potential future improvements to legacy evaluations for similar events.

Table 2: Outcomes assessment score approach

Assessment score	Description
●	The success factor has been achieved or exceeded
◐	The success factor has been substantially met
◑	The success factor has been partially met
◒	The success factor has been met at a minimal level
○	The success factor has not been met
	The success factor has not been considered in the Report.

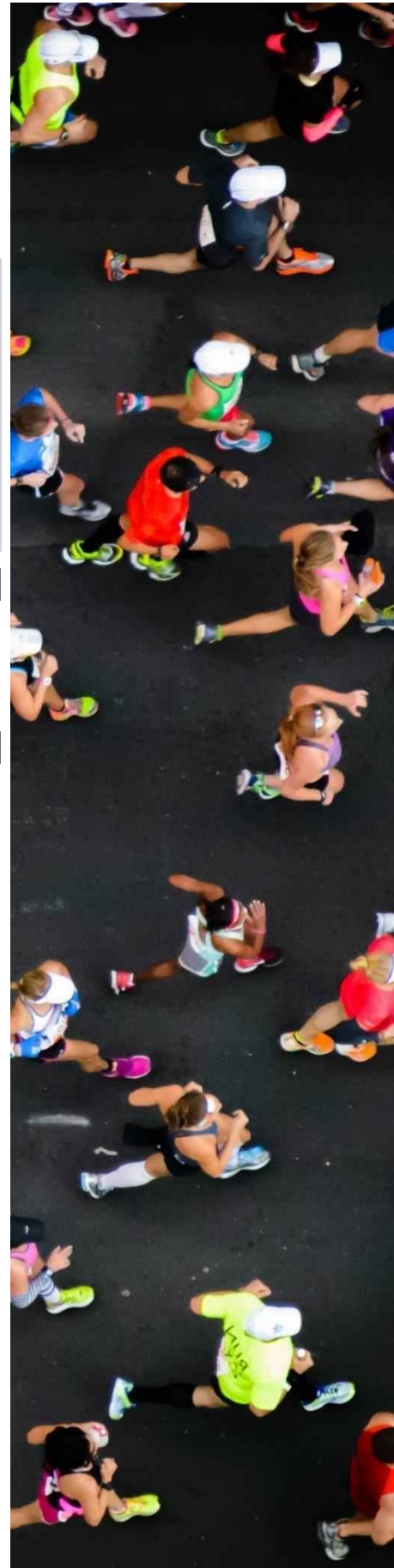
8. Process assessment approach

Through stakeholder consultation, EY identified aspects of the legacy assessment process (including, the procedure of overseeing and assessing KPIs or elements of success) which hindered the accuracy of evaluation results. These are presented in the form of recommendations for Brisbane 2032 Olympic and Paralympic Games legacy assessment (refer to Section 10).

9. Key findings

Findings have been summarised thematically in alignment with the Framework. The successful attainment of potential benefits may have been influenced by a number of factors as discussed in Section 6 Limitations. These include, but are not limited to, COVID-19, attribution of findings, data availability and competing stakeholder viewpoints.

Key findings are presented on the following pages.



9. Key findings *continued*

1 Our economy

Our economy refers to leveraging opportunities to strengthen Queensland's economy and grow business and employment.⁵ Infrastructure and activities have resulted in potential economic and social benefits for the community, and for the reputation of Queensland.

Success factor	Rating	Summary of findings
1.1. Queensland has an international reputation for delivering high-quality major events		The region has been awarded several major sporting events through the development of legacy infrastructure and the hosting of the Games - a prime example being Brisbane 2032 Olympic and Paralympic Games. The reputation of Queensland cities as sporting cities have improved from pre-GC2018. ^{18 19 20} Stakeholder consultation revealed that GC2018 also showcased the region's infrastructure capabilities and resulted in international teams visiting Queensland for training camps. Stakeholders have revealed that business events have also increased in the State.
1.2. The Gold Coast Health and Knowledge Precinct is recognised internationally as a hub for business, research and development		GC2018 resulted in the development of additional residential space (formally Athletes Village) at the Gold Coast Health and Knowledge Precinct. While the Gold Coast Health and Knowledge Precinct has contributed significantly to economic growth for Queensland and the Gold Coast, contributing over \$3 billion into the local economy and providing 15,000 jobs to the local community, there is limited evidence to attribute GC2018 to the achievement on this outcome. ^{7 8}
1.3. Gold Coast and Queensland businesses are competitive for contracts to supply goods and services to GC2018 and other major projects domestically and internationally	Not assessed	This success factor is a Games time measure and has been assessed in the Gold Coast 2018 Commonwealth Games Post Games Report, which was released by the Queensland Government on 3 April 2019. ³ No additional analysis has been undertaken.
1.4. Queensland is Australia's premier destination for domestic and international tourism		GC2018 showcased Gold Coast and Queensland as a tourism destination and promoted inclusive tourism. While tourism increased in the lead up and during GC2018, the impacts of COVID-19 and the consideration of whether benefits are attributable to GC2018 has impacted on this success factor.
1.5. Infrastructure developed for GC2018 provides long-term community benefits		Infrastructure developed in the Gold Coast continues to provide social benefits to the community including Gold Coast Sports and Leisure Centre and Coomera Indoor Sports Centre.
1.6. Queensland businesses experience significant economic uplift post GC2018		The Gold Coast 2018 Commonwealth Games Trade and Investment Program (Trade 2018) resulted in numerous opportunities for Queensland businesses (including Indigenous businesses). ¹⁰ It is estimated that City-run indoor sports venues bring in over \$60 million in economic benefit annually to the Gold Coast. ⁴
Overall rating		



9. Key findings *continued*

2 Our lifestyle

Our lifestyle refers to leading our community towards a more healthy, active and sustainable lifestyle.⁵ Facilities and support for community physical activity and wellbeing have increased and improved, resulting in an increase in public and active transport usage in the Gold Coast area. While social best practice lessons in sustainable event management have been adopted, there is limited evidence to suggest that environmental best practice lessons have been adopted as a lasting legacy.

Success factor	Rating	Summary of findings
2.1. Queenslanders are encouraged to improve their health and wellbeing through physical activity	●	Stakeholder insights suggest GC2018 left a positive legacy in terms of promoting physical activity and improving the health and wellbeing of Queenslanders. Hosting the Commonwealth Games involved building and upgrading sports facilities and infrastructure at each of the event cities, which remained in use after the event, providing local communities with improved access to sporting venues and spaces for physical activity. GC2018 assets (e.g. track, courts, athletics equipment) were also provided to Councils, schools and sporting clubs after GC2018, which continue to benefit communities. The community's use of major sporting venues on the Gold Coast increased since GC2018 with an increase of 5,584 hours booked across all venues in the first 12 months alone. ⁴ Community usage of the Gold Coast Sports and Leisure Centre increased. ⁴ Major Sporting Venues have seen sports organisations booking numbers grow by up to 40% in the past four years, a testament to the success of GC2018, as inspired residents take up a variety of sports on a more regular basis. ⁴
2.2. Gold Coast residents embrace sustainable transport through greater use of public and active transport networks	●	The delivery of the GC2018 included investment in public transport infrastructure for the Gold Coast with the duplication of heavy rail and construction of stage two of the G:link light rail system to connect with South East Queensland's train network. Stakeholder consultation has revealed that active transport has experienced a significant uplift post GC2018. Data provided by the Department of Transport and Main Roads indicates that patronage continues to grow to pre COVID levels with the Gold Coast light rail being generally now back to pre-COVID levels. Data provided from post GC2018, but prior to COVID-19, shows growth in public and active transport usage. Due to COVID-19, a longer-term trend is unable to be determined.
2.3. Best practice lessons in sustainable event management are transferred to future events	●	Sustainability initiatives encompass a broad range of actions and strategies aimed at providing support across environmental, social and economic domains. There were several sustainability initiatives that were integrated across GC2018 and its associated programs. ³ There was conflicting stakeholder engagement as to whether best practices had been transferred to other major events across Queensland. From a human rights perspective, there were several initiatives targeted at supporting human rights in the lead up to and during GC2018, with examples including measuring the inclusion of LGBTI+ people in Australian sport, having equal event and medal chances for both men and women and the inclusion of the RAP (see Success Factor 3.2). ¹³ GOLDOC won the inaugural Government Award from the Australian Human Rights Commission for its human rights policy, which has been used to inform the human rights approach of other events (e.g. 2023 FIFA Women's World Cup). ¹²
Overall rating		●



9. Key findings *continued*

3 Our community

Our community refers to maximising opportunities to celebrate our diversity, and promote community cohesion and pride.⁵ Stakeholders suggested that while there were a significant number of initiatives and cultural activities post-GC2018, community pride did not reach the levels intended. Volunteering for sporting events experienced a large uptake immediately post-GC2018, while volunteering for club based sports and recreation experienced a reduction post-GC2018.

Success factor	Rating	Summary of findings
3.1. Queenslanders have an increased sense of community and are actively inclusive	●	Stakeholder insights suggested that GC2018 enjoyed high levels of public support around the outcomes and legacy of GC2018. Stakeholders also identified that inclusiveness initiatives were implemented in the Gold Coast Marathon post-GC2018 due to the success of GC2018 and its impact on highlight inclusive practices.
3.2. Queenslanders value and embrace diversity	●	Various initiatives, such as the Festival 2018 and Leaders of Positive Change Conference, were reported to have increased awareness and understanding of cultural diversity in the community. ³ Community recognition, respect and celebration of Aboriginal and Torres Strait Islander cultures was substantial as evidenced by the Reconciliation Action Plan (RAP) Evaluation Report and stakeholder feedback. ¹⁴
3.3. Our sporting and community groups are invigorated with a spirit of volunteering and community service	●	Volunteering can be categorised into (i) volunteering for sporting events and (ii) volunteering for club based sports and recreation. In regards to the former, immediately after GC2018, stakeholder consultation has revealed that there was a large uptake in volunteering for Queensland sporting events, such as the Gold Coast Marathon.
3.4. Queensland communities embrace cultural activities in the lead-up to, during and after GC2018	●	The number and type of opportunities available for Queenslanders to engage in and express themselves were substantial pre-GC2018, during GC2018 and post-GC2018. ¹⁶ Government initiatives to stimulate the arts sector post-COVID-19 increased the number of available cultural activities. ¹⁵ The assessment of whether Queensland is a creative and culturally inclusive state was inconclusive.
3.5. Community perception is improved	●	The Safe City Survey and Liveability Index provide a measure of safety and reputation over 2018 to 2021 and 2021, respectively. The Gold Coast Liveability Index remained unchanged post-GC2018 and during COVID-19, while other cities, such as Brisbane, experienced reductions. ^{17 21}
Overall rating		●

4 Other benefits*

Other benefits refers to leveraging GC2018 to support participating entities to improve their internal processes to meet the standards necessary to host a significant international event. Across various sectors, from trade to transport, organisations adjusted their processes to cater to the increased demand resulting from GC2018.

Success factor	Rating	Summary of findings
4.1. GC2018 enabled organisations / entities to improve their internal processes	●	This outcome has been achieved. Stakeholders indicated that the improvement of internal processes led to longer term efficiency and capability uplift, which has provided ongoing legacy benefits for both Trade and Investment Queensland (TIQ) and the Department of Transport and Main Roads (TMR).
4.2. GC2018 resulted in legislative change that has had legacy benefits for event attraction	●	This success factor has been achieved. Stakeholders indicated that other major events have benefitted from applicable provisions from the Major Events Act developed for GC2018 and has removed the need to develop event-specific legislation.
Overall rating		●

* Note: Other benefits was not included as a theme in the original framework and was added to reflect additional stakeholder consultation findings obtained during the preparation of this report.



10. Brisbane 2032 Olympic and Paralympic Games recommendations

Brisbane was announced as the host of the XXXV Olympiad (or 2032 Summer Olympics and Paralympic Games). Across 37 venues, Brisbane 2032 Olympic and Paralympic Games is scheduled for 23rd July to 8th August 2032.¹¹ Stakeholder consultation revealed that the success of GC2018 and its legacy-focused commitment positioned Brisbane and Queensland well for a successful Games bid. It should be noted that the scope of the Olympics and Paralympics is far wider, and much larger in scale compared to the Commonwealth Games, and the legacy approach already undertaken by the Brisbane 2032's Coordination Office's Legacy Team has taken a broader collaborative approach.

This Report included an analysis of lessons learnt and potential considerations for Brisbane 2032 Olympics and Paralympics Games legacy planning. The insights gathered from GC2018 legacy monitoring and evaluation process centre around refining the procedure of overseeing and assessing Key Performance Indicators (KPIs) or elements of success.

The suggestions for Brisbane 2032 Olympic and Paralympic Games legacy planning are centred on two pivotal phases of the process for monitoring and evaluating legacies:



i. Setting up a clear KPI framework

Recommendations in this phase pertain to the process of establishing a cohesive legacy framework prior to the Brisbane 2032 Olympics and Paralympic Games, considering appropriate stakeholder engagement and effective time management. Recommendations also include specific suggestions for drafting KPIs, such as establishing KPI time boundaries, assigning stakeholders KPI accountability and responsibility, and leveraging a KPI drafting framework.



ii. Continual monitoring of KPIs

Recommendations under this phase involve the consistent tracking of KPIs before, during, and after the Brisbane 2032 Olympic and Paralympic Games. Specific recommendations emphasise the post-Olympics and Paralympic Games period, a time when the momentum for achieving KPIs often diminishes. Recommendations include successful integration of systems to support knowledge retention, adequate resourcing and funding, and continual engagement with the community regarding legacy.

The Queensland Government has advised that they are addressing the recommendations made in this Report through the Brisbane 2032 Olympic and Paralympic Games Legacy Strategy, Elevate 2042, and associated Implementation Plans (in development).

Elevate 2042

The Brisbane 2032 Olympic and Paralympic Games Legacy Strategy, Elevate 2042, was released in November 2023 by DTS. Elevate 2042 considers the recommendations in this Report, which was enabled through Brisbane 2032's Coordination Office's Legacy Team receiving early access to key findings during the drafting process of this Report. Elevate 2042 was developed collaboratively with the Brisbane 2032 Coordination Office and Games Delivery Partners via the Legacy Steering Committee. We have been advised by the Queensland State Government of the following:

- Planning for legacy measurement is currently underway with recommendations considered in the Elevate 2042 Implementation Plans
- The development of a Benefits Realisation Framework has included activities to develop a KPI framework and clearly define stakeholder responsibilities, measurement time boundaries and beneficiaries
- Initiatives, such as baseline KPI measurement at the onset of the reporting period and the establishment of systems for post-Games knowledge retention and community engagement, are also progressing.



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