



Inquiry into Motor Recreational Activities

**Report No. 42, 56th Parliament Transport and Public Works Committee
August 2020**

Transport and Public Works Committee

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Acknowledgements

The committee acknowledges the assistance provided by the Department of Transport and Main Roads.

Notes

Please note that all in-text references have been removed. Refer to original source for more information.

All Acts referred to in this report are Queensland Acts unless stated otherwise.

During the course of the inquiry, the Confederation of Australian Motor Sport Limited (CAMS) changed its trading name to Motorsport Australia. The two names are used interchangeably throughout the report.

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Abbreviations

4WDQ	Four Wheel Drive Queensland
AAA	Australian Automobile Association
AAAA	Australian Automotive Aftermarket Association
AACCC	The All American Car Club of Cairns Inc
AALRA	Australian Amusement, Leisure and Recreation Association
AANT	Automobile Association of the Northern Territory
AASA	Australian Auto Sport Association
ABF	Australian Border Force
ACCC	Australian Competition and Consumer Commission
ACL	Australian Consumer Law
ACM	asbestos containing material
ACMCCQ	All Classic Motor Club CQ Inc
ACT	Australian Capital Territory
ADBA	Australian Dirt Bike Adventures
ADRs	Australian Design Rules
AHMF	Australian Historic Motoring Council
AHRA	American Hot Rod Association
AHVIG	Australian Historic Vehicle Interest Group
AIMSS	Australian Institute for Motor Sport Safety Ltd
AMA	Australian Medical Association
AMVCQ	Austin Motor Vehicle Club of Qld (Inc)
AMSAG	Australian Motor Sports Action Group
AMVCB	Australian Motor Vehicle Certification Board
ANDRA	Australian National Drag Racing Association
ARCA	Automobile Racing Club of America
ARMA	Australian Recreational Motorists Association Inc

ASAC	Australian Sports Aviation Confederation
ASADA	Australian Sports Anti-Doping Authority
ASEA	Asbestos Safety and Eradication Agency
ASDRA	Australian Speedway Drivers and Riders Association
ASN	autorité sportive nationale' (national sporting authority)
ASRF	Australian Street Rod Federation
ATVs	All-Terrain Vehicles
BSCC	Brisbane Sporting Car Club Limited
CAMS	Confederation of Australian Motor Sport Limited
CASA	Civil Aviation Safety Authority
CCCQ	Citroën Car Club of Qld Inc
CLA	<i>Civil Liability Act 2003</i>
COAG	Council of Australian Governments
committee	Transport and Public Works Committee
CPDs	crush protective devices
CQCC	Central Queensland Chevrolet Club Inc
CRS	Conditional registration scheme
CTP	Compulsory Third Party
CVS	NSW Classic Vehicle Scheme
CW4x4	Central West 4x4 Inc
Cwlth	Commonwealth
DCSYW	Department of Child Safety Youth and Women
DEBST	Department of Employment, Small Business and Training
Deloitte	Deloitte Access Economics
Deloitte Report	<i>Economic contribution of the Australian motor sport industry</i>
DES	Department of Environment and Science
DHPW	Department of Housing and Public Works

DITID	Department of Innovation and Tourism Industry Development
DITRDC	Commonwealth Department of Infrastructure, Transport, Regional Development and Communications
DOCQ	Ducati Owners Club of Queensland Inc
DriveIT NQ	DriveIT NQ Limited
DTMR/TMR/department	Department of Transport and Main Roads
Duties Act	<i>Duties Act 2001</i>
EMA	Emerald Motorsport Association Inc
EPs	event providers
EY	Ernst & Young
EY Report	<i>Economic Contribution of the Australian Motor Sport Industry</i>
Farmsafe	Farmsafe Australia
Farmsafe Report	<i>Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report</i>
FCAI	Federal Chamber of Automotive Industries
FCAI 2016 Report	<i>Directions for the Motorcycle Industry 2017-2020 Report</i>
FIA	Fédération Internationale de l'Automobile
FIM	Fédération Internationale de Motocyclisme
FIVA	Fédération Internationale des Véhicules Anciens
FMX	Freestyle Motorcross
FTE	full time equivalent
FNQ	Far north Queensland
GCMGCC	Gold Coast MG Car Club Inc
GCTMC	Gold Coast and Tweed Motorsporting Club Inc
GST	Goods and services tax
GVM	gross vehicle mass
HCRC	Healthy Communities Research Centre
HCRC Study	<i>Trail Bike Riding Needs Analysis</i>
HRCC	Historic Racing Car Club (Qld) Inc

HTAA	Heritage Truck Association of Australia
ICC	Ipswich City Council
ICE	internal combustion engine
IHRA	International Hot Rod Association
IMP	Ipswich Motorsport Precinct
Inc	Incorporated
IP	Intellectual Property
KAGC	Kustoms of Australia, Gold Coast Inc
KAMS	Kingaroy Aero Modellers' Society Inc
km	kilometre
KPR	Kingston Park Raceway
LCQ	Lancia Club Queensland Inc
LCT	Luxury car tax
LGA	Local government areas
LHD	Left hand drive vehicles
MA	Motorcycling Australia
MAAA	Model Aeronautical Association of Australia
MAAQ	Model Aeronautical Association of Queensland
MAIB	Motor Accident Insurance Board (Tasmania)
MAIL	Motorcycling Australia Insurance Limited
MGCCQ	MG Car Club of Queensland Incorporated
MOCC	DTMR's Motoring Organisations and Car Club forum
MOCQ	Mustang Owners Club Queensland
MQ	Motorcycling Queensland
MRAs	Motor recreational activities
MSCC	Murwillumbah Sporting Car Club
MTAQ	Motor Trades Association Queensland

MVSA	<i>Motor Vehicle Standards Act 1989 (Cwlth)</i>
MVSPS Act	<i>Motor Vehicle Sports (Public Safety) Act 1985 (NSW)</i>
MX	motorcross
NAD	National Anti-Doping
NASCAR	National Association of Stock Car Auto Racing
NDIS	National Disability Insurance Scheme
NFF	National Farmers Federation
NMC	Northern Motoring Club Inc
NCOP	National Code of Practice
NRMA	National Roads and Motorists' Association (NSW)
NSOs	National Sport Organisations
NSW	New South Wales
OPD	operator protection device
PA	Personal Accident insurance
PAX	Participants
PCBU	Person conducting a business or undertaking
PL	Public Liability insurance
PPE	Personal protection equipment
QEMSC	Queensland Early Motorcycle Sports Club Inc
QFES	Queensland Fire and Emergency Services
QHMC	Queensland Historic Motoring Council Inc
QLD/Qld	Queensland
QMM	Qld Motorsport Museum
QMN	Queensland Museum Network
QMP	Queensland Moto Park
QORF	Queensland Outdoor Recreation Federation
QPS	Queensland Police Service

QR	Queensland Rail
QRA	Queensland Rifle Association
QRO	Queensland Raceways Operations Pty Ltd
QSC	Queensland Superkart Club Inc
RAA	Royal Automobile Association (South Australia)
RAAO	Recreational Aviation Administration Organisation
RAC	Royal Automobile Club of Western Australia
RACT	Royal Automobile Club of Tasmania
RAAF	Royal Australian Air Force
RACERS	Recreation And Competitive Event Resources & Services Pty Ltd
RACQ	Royal Automobile Club of Queensland
RACV	Royal Automobile Club of Victoria
RCC	Roadrunners Car Club Inc
RDAA	Rural Doctors Association of Australia
RDAC	Roma and District Aeromodelling Club Inc
RHD	Right hand drive vehicles
RHMC	Roma Historical Motor Club Inc
RMS	NSW Roads & Maritime Services
ROPS	roll over protection systems
RVRS	Rally Vehicle Registration Scheme
RVSA	<i>Road Vehicle Standards Act 2018 (Cwlth)</i>
SCBs	State Controlling Bodies
SEMA	Speed Equipment Manufacturers Association
SEQ	South East Queensland
SFI	SFI Foundation
ShapingSEQ	<i>South East Queensland Regional Plan 2017</i>
SIV	Special Interest Vehicle

SPA	<i>Sustainable Planning Act 2009</i>
SSVs	Side by Side Vehicles
STEM	Science, technology, engineering and mathematics
SWA	Safework Australia
TEM	QFES's Training and Emergency Management Unit
TEQ	Tourism and Events Queensland
TORUM Act	<i>Transport Operations (Road Use Management) Act 1995</i>
TORUM Regulation	Transport Operations (Road Use Management) Regulation 2010
TSOAQ	Triumph Sports Owners Association (Queensland) Inc
TTR	tilt table ratio
UNSW	University of New South Wales
US	United States of America
USAC	United States Auto Club
UVP	Unregistered vehicle permit (Victoria)
VCAQ	Vintage Chevrolet Association of Queensland
VCCA(Q)	Veteran Car Club of Australia (Queensland) Inc
VET	vocational education and training
VOs	venue operators
VVH	veteran, vintage and historic
WADA	World Anti-Doping Agency
WCCQ	Westfield Car Club of Qld Inc
WHSQ	Work Health and Safety Queensland
WSCC	Whitsunday Sporting Car Club

Chair's foreword

This report presents a summary of the Transport and Public Works Committee's examination of its inquiry into Motor Recreational Activities.

The inquiry's terms of reference covered matters including economic contribution, regulatory frameworks, safety, community engagement and potential challenges facing the industry. The committee was pleased to receive responses from so many passionate people involved in the motor recreational activity community.

The committee held its public hearings from February to June 2020 and used the Parliament's video conference facilities extensively throughout the inquiry to enable it to speak to stakeholders about the various topics covered by the terms of reference.

The committee's report encapsulates the wide-ranging views of these stakeholders across an array of motor recreational activities and topics.

The committee has made eight recommendations to government which the committee hopes will address some of the issues and challenges identified by stakeholders. The committee is also optimistic that its report will be useful to policy makers when considering motor recreational activities in the future.

On behalf of the committee, I thank those individuals and organisations who made written submissions, met with the committee and provided additional written information throughout the course of the inquiry. I also thank the Department of Transport and Main Roads for their assistance, particularly in coordinating information across the whole-of-government.

As an avid motoring enthusiast this inquiry has been a very interesting and enlightening one for me as chair.

I commend this report to the House.

A handwritten signature in black ink that reads "Shane King". The signature is written in a cursive, slightly slanted style.

Shane King MP

Chair

Recommendations

Recommendation 1 **5**

The committee recommends the Queensland Government investigate options for developing an opt-in electronic notification scheme for motor recreational activities activity information.

Recommendation 2 **77**

The committee recommends the Queensland Government investigate options for including motor recreational activity events on the Tourism and Events Queensland website calendar.

Recommendation 3 **94**

The committee recommends the Queensland Government investigate options for extending the road test radius for Special Interest Vehicle Scheme vehicles from 15 kilometres to 50 kilometres from the home address or point of repair.

Recommendation 4 **110**

The committee recommends the Queensland Government consult with the Commonwealth and state and territory jurisdictions to achieve consistency across jurisdictions during the *Road Vehicle Standards Act 2018* (Cwlth) implementation process in regard to registration and use of left-hand drive vehicles.

Recommendation 5 **121**

The committee recommends the Queensland Government investigate, as a matter of priority, the reclassification of go-karts as a motor sport activity.

Recommendation 6 **131**

The committee recommends the Queensland Government investigate options for implementing a concessional stamp duty scheme for vehicles which have undergone restoration at their owners' expense and where ownership is retained.

Recommendation 7 **133**

The committee recommends the Minister for Transport and Main Roads consider raising the matter of undertaking a review of the luxury car tax scheme with his federal counterparts.

Recommendation 8 **145**

The committee recommends the Queensland Government investigate options for developing a range of training programs for the general public, including those new to motor recreational activities, to enhance participant safety.

1 Introduction

1.1 Role of the committee

The Transport and Public Works Committee (committee) is a portfolio committee of the Legislative Assembly which commenced on 15 February 2018 under the *Parliament of Queensland Act 2001* and the Standing Rules and Orders of the Legislative Assembly.¹

The committee's primary areas of responsibility are:

- Transport and Main Roads
- Housing, Public Works, Digital Technology and Sport.

1.2 Terms of reference

On 21 October 2019, the committee resolved under section 92 of the *Parliament of Queensland Act 2001* to inquire into and report to the Legislative Assembly on the contribution of motor recreational activities (MRAs) to Queensland, and in doing so look at the volume and range of MRAs currently practiced by and available to the people of Queensland.

The terms of reference for the inquiry identified that some of the MRAs currently enjoyed by Queenslanders are:

- recreational flying
- engine powered models – including boats, aircraft, cars and drone racing
- social or marque car clubs – there are at least 183 registered car clubs in south east Queensland (SEQ) estimated to service more than 150,000 members
- competitive car clubs – these are venue based, known as speedway, drags and circuit (including go-karting), and non-venue based, such as rallying
- circuit racing and historical motorcycle clubs
- recreational and charity ride days
- dirt motorcycle or motor cross clubs

In undertaking this inquiry, the committee considered:

- a) The economic impact of the motor recreation industry to Queensland, including opportunities to grow the industry to create jobs for Queenslanders;
- b) The contribution of the industry to Queensland's tourism sector and opportunities to grow Queensland's share of the motor recreation tourism market;
- c) The legislative, regulatory and policy framework in which the industry operates in all levels of government, and options for reform;
- d) Options to improve the safety of all industry participants;
- e) The impact on youth training and community engagement from motor recreational activities, including health and well-being outcomes;
- f) The impact of the industry on road safety outcomes;

¹ *Parliament of Queensland Act 2001*, section 88 and Standing Order 194.

- g) Challenges facing the industry and the role of government in supporting the industry to continue creating jobs for Queenslanders;
- h) Other issues that arise as agreed upon by the committee.

The committee resolved to report by 31 July 2020. However, this date was extended to 31 August 2020 due to the impact of COVID-19 on the committee's public proceedings.

1.3 Inquiry process

On 23 October 2019, the committee invited stakeholders and subscribers to make written submissions addressing the terms of reference. Submissions closed on 13 December 2019; however, the committee agreed to allow until 31 January 2020 to submitters who requested an extension. Sixty-one submissions were received. A list of submissions is contained in Appendix A.

The committee also wrote to the Premier seeking a whole-of-government submission. The Premier's response notes that the matters fall within the Minister for Transport and Main Road's portfolio responsibilities. The Department of Transport and Main Roads (DTMR/TMR/department) provided a submission, with input from other departments where appropriate. Refer submission number 48.

The committee held public hearings on 17 February 2020, 3 March 2020, 16 March 2020, 18 May 2020 and 15 June 2020 in Brisbane and via video conference. A list of witnesses is contained in Appendix B.

The submissions, correspondence and transcripts of the public hearings are available on the committee's webpage.

2 Inquiry outcomes

The committee commenced this inquiry with the view of placing on record the important contribution of MRAs to both the economy and the social fabric of Queensland.

This report encapsulates evidence from a wide range of motor recreational stakeholders. Over the course of the inquiry, the committee has discovered the significant impact that the growth of MRAs has had on Queensland. The committee notes that much of the evidence provided has not previously been made available in one place and considers this report will be a valuable source for future policy makers.

The committee identified a diverse range MRAs and included a sample of these activities in its terms of reference, noting that this list would not be exhaustive. The committee deliberately opted to use the term 'MRA' rather than 'motor sport' in order not to limit the range of activities that could be considered. However, this report has only covered a limited range of these activities based on those stakeholders who provided information to the committee.

The committee found that the MRA community are tremendously enthusiastic about their sports. As the Gold Coast and Tweed Motorsporting Club (GCTMC) stated:

... motor sporting is a tremendous industry for Queensland and we are passionate about it and want to see it succeed.²

The committee also found that MRAs cater for people with a range of ages, genders, household wealth, wellness and capacity.

The committee heard from those whose participation in MRAs is recent to those who have dedicated a lifetime, those who officiate, those who participate and those who just spectate. The committee has found that all are making a valuable contribution to their chosen sport.

Although MRAs have a lot in common, they are also very diverse. For example, the Heritage Truck Association of Australia (HTAA) noted:

... although we are all in the recreational motor industry, the manner in which we operate, our needs and requirements can be so very different.³

MRAs provide a fertile training ground for future drivers, future champions and future science, technology, engineering and mathematic (STEM) graduates. For example Dr Dawid Preller advised of his progression from a six-year-old child flying model plane to completing a Bachelor of Engineering and a PhD in hypersonic aerodynamics and is now running a business offering drone and robotic services. And the committee often heard about examples of professional racing drivers, such as Daniel Ricciardo and Craig Lowndes, starting their careers as children in karting.

This report presents a number of recommendations aimed at addressing some of the issues identified by stakeholders. The committee notes, however, that on some issues stakeholders held divergent views.

In summary, the committee found that MRAs make a significant contribution to the state's economy. In addition to this, there are other noteworthy benefits that MRAs provide to the community which should not be underestimated, including: strengthening social connections; regional support; charity support; skills development—including driving, mechanical and maintenance skills as well as leadership and interpersonal skills; and leisure opportunities.

² Public hearing transcript, Brisbane, 17 February 2020, p 3.

³ Public hearing transcript, Brisbane, 3 March 2020, pp 1-2.

The committee identified that more can be done to enhance the safety of participants and spectators and engage with younger generations in a changing cultural and technological environment. The other issue the committee wishes to emphasise is the need for government and industry to work together to continue to deliver a comprehensive driving safety message and for participants, spectators and the general driving public to adhere to it.

2.1 Community engagement with motor recreational activity groups

2.1.1 Inquiry communication

During the course of the committee's inquiry, it was criticised for not reaching out to all MRA clubs. Whilst the committee sought assistance from DTMR in identifying interested stakeholders, the committee found the ability to both identify and contact stakeholders to be complicated, particularly where contact information was out of date or only available via social media. In addition to its other methods, the committee relied on stakeholders notifying other interested stakeholders about the inquiry. The committee appreciates the assistance of those who passed on information and encouraged others to participate in the inquiry.

2.1.2 Communication with other industry participants

Communicating between MRA participants was raised as an issue by HTAA.

The HTAA identified connecting with and communicating information to the general community to be an issue. HTAA suggested that community engagement at events could potentially educate the community with little or no experience with large commercial vehicles. The HTAA suggested:

... a direct link notification from the government department to club secretaries could be established for regularly issuing bulletins to the recreational motor industry allowing a direct conduit to pass on educational material, road safety material relevant notices, legislative updates and other material of an informative nature.⁴

2.1.3 Government communication

In relation to the Queensland Government quickly communicating useful information to industry participants, Four Wheel Drive Queensland (4WDQ) suggested that funding should be provided to:

... establish a topographical land and track management internet platform in order to share with multiple agencies and other recreational groups, and easily identify tracks open, closed access to recreational lands. Creation and sharing of vehicle driving track data, rating track difficulty and to log areas for rehabilitation and conservation.⁵

DTMR advised the committee that it meets every six months with a cross-section of car, caravan, motorcycle and four-wheel drive club representatives through the Motoring Organisations and Car Club forum (MOCC) in order to maintain its grassroots links with motoring clubs in its many forms. DTMR advised:

MOCC members represent over 113 clubs and 13,000 members, which is a large portion of the Queensland club membership. The MOCC forum was established to:

- discuss and consult on changes / improvements to the Special Interest Vehicle (SIV) scheme*
- provide a consultative forum for wider matters relevant to historic, classic and recreational vehicle use, including caravanning.*

⁴ Submission 25, p 4.

⁵ Submission 49, p 10.

The MOCC forum provides TMR an opportunity to better understand the issues facing motoring clubs and provides a mechanism to consult on a range of policy issues relevant to the industry. Minutes from each meeting are published on the Queensland Government website.⁶

DTMR also advised that they undertake:

... regular consultation and engagement with motor recreational bodies representing the four-wheel drive industry, vehicle modifiers who provide services to motor vehicle enthusiasts and Authorised Persons who certify the modifications, with a focus in discussions always on balancing the needs of enthusiasts whilst maintaining safety.⁷

2.1.4 Committee comment

The committee considers the recommendation made by the HTAA for a government notification option to have merit. Whilst the committee makes no suggestions as to how this could be achieved, it considers that any notification option should be electronic and established on an opt-in basis. The committee notes that any government notification scheme would need to be maintained to be of benefit to MRA clubs over time. The onus would also be on the individuals and clubs who participate in the notification scheme to keep their details up to date.

Recommendation 1

The committee recommends the Queensland Government investigate options for developing an opt-in electronic notification scheme for motor recreational activities activity information.

⁶ Submission 48, pp 5-6.

⁷ Submission 48, p 7.

3 Background

3.1 World safety/sanctioning bodies – motor racing

The committee found that the motor racing industry has, historically, largely been self-regulating with sanctioning bodies undertaking research and providing the frameworks for safety in the sport. Governments around the world have come to rely on these bodies to act in the interests of industry and club members and participants.

3.1.1 Fédération Internationale de l'Automobile

Fédération Internationale de l'Automobile (FIA) was founded in 1904 with the initial aim of bringing coherent governance and safety to motor sport. FIA is based in Europe and is considered to be 'the governing body for world motor sport and the federation of the world's leading motoring organisations'.⁸ FIA states:

*Recognising that motor sport is inherently dangerous, the FIA has, throughout its history, worked ceaselessly to improve safety at all levels of competition.*⁹

The membership of FIA comprises 243 motoring and motor sport club members in 146 countries. In Australia there are two FIA members – Motorsport Australia and Australian Automobile Association (AAA).¹⁰ The AAA is the peak organisation for Australia's motoring clubs. The AAA's constituent clubs are the NRMA, RACV, RACQ, RAA, RAC, RACT and the AANT.¹¹

FIA provides rules and regulations for most international forms of racing including Formula One, World Rally and World Touring Car Championships. They also cater for historic vehicles, karting and, more recently, digital motor sport.¹²

3.1.2 SFI Foundation

The SFI Foundation (SFI) was established 'to issue and administer standards for the quality assurance of specialty performance and racing equipment'. It was originally formed in 1963 by a group of racing product manufacturers known as the Speed Equipment Manufacturers Association (SEMA). However, in 1978 it took on the responsibility to organise and manage the industry specification program.¹³ SFI is based in the United States (US) and its safety standards and rulebook are used by tracking organisations in the US including the National Association of Stock Car Auto Racing (NASCAR), American Hot Rod Association (AHRA), Automobile Racing Club of America (ARCA) and United States Auto Club (USAC). SFI also caters for Monster Truck racing, karting, drag racing and speedway.¹⁴

⁸ Motorsport Australia, 'About', <https://motorsport.org.au/about>.

⁹ Fédération Internationale de l'Automobile, 'Organisation', <https://www.fia.com/organisation>.

¹⁰ Fédération Internationale de l'Automobile, 'Members', <https://www.fia.com/members/region/oceania-9/country/AU>.

¹¹ Australian Automobile Association, 'Who we are', <https://www.aaa.asn.au/pages/who-we-are/>.

¹² Fédération Internationale de l'Automobile, 'Sport', <https://www.fia.com/sport>.

¹³ SFI Foundation, 'Our History', <https://sfifoundation.com/our-history/>.

¹⁴ SFI Foundation, 'Members', <https://sfifoundation.com/members/>.

SFI has two levels of participation for sanctioning bodies: membership and affiliation. Details of these levels are:

Membership:

The more advanced level of participation is the Member Sanctioning Body Program. In addition to using existing SFI specs, other services available to a member organization include the development of new application-specific standards, technical personnel training and certification, and on-track incident response training. A sanctioning body must have a formal agreement with SFI at this basic level in order to cite the SFI copyrighted standards in its rules.

Affiliate

The first level is the Affiliate Program which allows a sanctioning body to use and include SFI specifications in its rules.¹⁵

The following Australian sanctioning bodies are members of SFI:

- Australian Auto Sport Association (AASA)
- Australian National Drag Racing Association (ANDRA)
- Motorsport Australia (formerly known as Confederation of Australian Motor Sport (CAMS))
- Recreation And Competitive Event Resources & Services Pty Ltd (RACERS)
- Speedway Australia¹⁶

The following Australian bodies are affiliates of SFI:

- Australian Speedway Drivers and Riders Association (ASDRA)
- Wilby Park Motorsports Club
- Xcaliber Pulling¹⁷

3.1.3 International Hot Rod Association/International Hot Rod Association Australia

The International Hot Rod Association (IHRA) is owned and operated by IRG Sports + Entertainment, a TPG Specialty Lending company based in the US. IHRA promotes 'Sportsman' drag racing for drivers of all levels. The IHRA sanctions nearly 100 motor sport facilities in the US, Canada, Australia and New Zealand and approximately 80,000 racers annually utilise IHRA-sanctioned facilities.¹⁸

IHRA Australia states that it is 'Australian Drag Racing's number one sanctioning body'.¹⁹

The following Queensland facilities operate under IHRA sanctioning:

- Springmount Raceway, Arriga, west of Cairns
- Palmyra Dragway, Mackay
- Willowbank Raceway, Ipswich

¹⁵ SFI Foundation, 'Sanctioning Bodies', <https://sfifoundation.com/sanctioning-bodies/>.

¹⁶ SFI Foundation, 'Members', <https://sfifoundation.com/members/>.

¹⁷ SFI Foundation, 'Affiliates', <http://sfifoundation.com/affiliates/>.

¹⁸ International Hot Rod Association, 'Contact us', <http://www.ihra.com/contactus>.

¹⁹ International Hot Rod Association Australia, 'Home', <https://www.ihra.com.au/>.

- Wide Bay Motor Complex, Maryborough²⁰

IHRA is a member of the SFI Foundation.²¹

3.2 Australian safety/sanctioning bodies

In relation to four wheeled motor sport ‘sanctioning bodies’, the committee was able to identify three entities—Motorsport Australia, AASA and RACERS—in Queensland. These bodies licence both individual participants and venues. Information relating to these bodies are included in sections 3.2.1, 3.2.2 and 3.2.3 respectively.

The committee is also aware of other entities which run events outside of Motorsport Australia sanctioning including Australian Motor Sport Action Group (AMSAG) in NSW. AMSAG was formed in 1993 due to a dispute with CAMS. AMSAG is:

... a nonprofit association with 500+ members which conducts and manages motor rallies throughout country New South Wales for its members. AMSAG is an incorporated association under the Associations Incorporation Act 1984 (NSW) and as such operates in accordance with a set of rules and regulations approved both by the Department of Fair Trading and its members. Importantly, being a member based organisation, the rules and regulations, including the specification requirements for competing cars, is determined via direct input of the members.²²

Motorsport Australia considers itself to be the legitimate peak body for the sport. Motorsport Australia advised that it:

... has been working with other state governments to consider what minimum standards could be implemented to reduce or eliminate the risks to the safety and sustainability of the sport posed by rogue sanctioning bodies.²³

Motorsport Australia also advised:

There is a very real and substantial risk when rogue entities are allowed to arrange events and obtain insurance outside the jurisdiction of CAMS’ rules, regulations and guidelines for the safety of the competitors, officials and spectators.²⁴

Motorsport Australia sought for the Queensland Government to review its role:

... in supporting the only internationally recognised sanctioning body to provide oversight for the imposing safety standards in motorsport.²⁵

And,

Upholding world’s best practice in motorsport regulation and safety by not dealing with organisations that are not affiliated to an international sporting body (where appropriate).²⁶

²⁰ International Hot Rod Association, ‘Tracks’, <http://www.ihra.com/ihra-tracks/tracks>.

²¹ SFI Foundation, ‘Members’, <https://sfifoundation.com/members/>.

²² Australian Motor Sport Action Group, ‘About’, <https://www.amsag.com.au/wp/about-2/>.

²³ Submission 38, p 10.

²⁴ Submission 38, p 19.

²⁵ Submission 38, p 20.

²⁶ Submission 38, p 20.

Speedway Australia advised the committee that the federal government only recognises Motorsport Australia and Motorcycling Australia as national motor sport bodies. Speedway Australia advised:

Speedway has no formal recognition by the Federal government, mainly because as a sport we are not active in 40 countries. Of all the national motorsport bodies only CAMS and Motorcycling Australia meet that criteria, meaning that other legitimate forms of motorsport (Drag Racing, Karting, Jetsprints, Off-roading, Speedway etc) are left out in the cold.

This has an impact in Queensland, where with 16 venues speedway is one of the largest forms of motorsport in the state.²⁷

The committee sought further information from Australian Institute for Motor Sport Safety Ltd (AIMSS) regarding the advantages and disadvantages of Motorsport Australia and Motorcycling Australia having sole regulatory body delegated authority in Australia. AIMSS provided the following response:

Advantages

- *The two international federations (FIA and FIM) only delegate to one organisation per country, in accordance with their respective statutes. Those organisations are only accepted by the FIA and FIM if they can demonstrate that they are competent to administer and regulate the sport in the particular country. Safety is a major priority in the awarding this delegation.*
- *It is AIMSS belief that within each discipline of motor sport, there must be only one regulator. It should be noted that as permitted by the FIA Statutes, Motorsport Australia has delegated its authority to ANDRA for drag racing and Karting Australia for karting. To have more than one regulator for a particular discipline would be like having a competing organisation to the Civil Aviation Safety Authority, which could offer “cut price” aircraft licensing with lower standards required. Or a competitor to ASIC, which could have lower standards for corporate governance. For clarity, Motorsport Australia does not compete with ANDRA or Karting Australia as an alternative regulator. Both entities undertake the role in accordance with the authority delegated to them by Motorsport Australia and the internationally established safety framework, and neither is an alternative to each other or to Motorsport Australia.*
- *The two organisations referred to (Motorsport Australia and Motorcycling Australia) are member based, not-for-profit organisations with a demonstrated track record for excellent risk management and good governance. They have experienced boards and senior management. They also invest significantly in junior development, female participation, risk management (including anti-doping and alcohol testing) and, most importantly, the application of suitable safety standards. They also have fair and tested independent judicial systems. They have appropriate policies around harassment, bullying, anti-corruption and ethical behaviour. Some competing bodies which hold themselves out to be “sanctioning” bodies (when in fact they are mainly insurance re-sellers) are privately owned and run, have no member participation in their conduct, and return little or nothing to the sport. Their motivations are based on profit, which can be potentially problematic. For instance, if there was a competitor to WorkSafe Queensland that was privately owned and made a profit margin on the conduct of its work, with lower fees and a reputation for being ‘more commercial’ then policy makers may be concerned that the presence of this alternative, privatised regulator may compromise safety in workplaces.*

²⁷ Submission 42, p 8.

Disadvantages

- *It could be argued that having only one delegated authority could lead to fee gouging. We do not believe this to be the case and this is evidenced by the fact that neither organisation could be considered “wealthy” by any means and especially when compared to sports which rank alongside motorsport in the top 10 sports in this country. Fee levels in all sports, whether a football code or other sport, are subject to debate. No sport seeks to price potential competitors out of their sport, and the solution promoted across the sporting landscape does not generally involve introducing privately owned, competitor bodies to the recognised National Sporting Organisations.*
- *Long established organisations may sometimes be criticised for being slow moving, or intransigent. However, both Motorsport Australia and Motorcycling Australia have shifted and improved significantly in the past decade to dynamic, well-governed, and well-managed sporting regulators. Furthermore, the very nature and existence of motor racing demands all participants have an agile approach to all aspects of the business. Therefore, and notwithstanding the essential corporate governance points outlined above, improvement will always be ongoing.²⁸*

3.2.1 Motorsport Australia

Motorsport Australia is a not-for-profit member-based organisation focused on the development, regulation and administration of motor sport across Australia. It was previously known as CAMS but changed its trading name on 1 January 2020 to ‘better reflect its standing as the peak body for motorsport in Australia’.²⁹

Motorsport Australia is the organisation in Australian delegated ‘autorité sportive nationale’ (national sporting authority) (ASN) by the FIA.³⁰

Motorsport Australia advised that it:

... delegates authority for drag racing to the Australian National Drag Racing Association (ANDRA) and for karting to Karting Australia (KA) through a process of annual renewal. These delegations are subject to approval by the FIA, and the activities are conducted under conditions which must be approved by CAMS and notified to the FIA.³¹

Motorsport Australia advised that it:

... controls, regulates, supervises, licences, permits and insures specific disciplines of motorsport. The disciplines with Australia with which it does this are as follows:

- *Auto Test*
- *Off Road*
- *Rally/Road*
- *Race*
- *Speed (including Drift)*

²⁸ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, pp 5-6.

²⁹ Motorsport Australia, ‘About’, <https://motorsport.org.au/about>.

³⁰ Motorsport Australia, ‘About’, <https://motorsport.org.au/about>.

³¹ Submission 38, p 2.

*CAMS has been the custodian of motorsport in Australia since 1953. CAMS is a company limited by guarantee under the jurisdiction of the Australian Securities and Investments Commission. CAMS and its delegates (ANDRA and KA) are the only not for profit, member based sanctioning bodies for four wheeled motor sport in Australia.*³²

The Motorsport Australia Constitution identifies the objects of the organisation as:

- (a) *adopt and exercise the Sporting Power as the ASN for motorsport in Australia and administer, promote, manage, encourage, conduct and exercise control of and over motorsport in Australia and its territories in accordance with the Code and such instructions and directions as may from time to time be received from the FIA and at all times in accordance with and in the spirit of the traditions of true competitive sport;*
- (b) *conduct, encourage, administer, promote, advance and manage motorsport in Australia through competition and commercial means;*
- (c) *ensure that all motorsport in Australia is carried out in a manner which secures and enhances the safety of participants, officials, spectators and the public and which allows the sport to be competitive and fair;*
- (d) *establish and regulate a State Council in each State;*
- (e) *formulate, issue, interpret, implement and amend from time to time the Regulations as are necessary for the control and conduct of motorsport in Australia;*
- (f) *enforce the Regulations and, where applicable, the Code;*
- (g) *issue licences and permits in accordance with the Code and the Regulations;*
- (h) *determine, arrange and publish an annual Australian motorsport calendar of events;*
- (i) *maintain a central registry of Members;*
- (j) *establish and maintain an Australian motorsport judicial system in accordance with the Regulations;*
- (k) *pursue through itself or other entities commercial arrangements including sponsorship and marketing opportunities as are appropriate to further these Objects;*
- (l) *promote and be engaged in road safety;*
- (m) *develop a culture of safety, training and education;*
- (n) *formulate or adopt and implement appropriate policies, including in relation to harassment, equal opportunity, equity, drugs in sport, health, safety, infectious diseases and such other matters as arise from time to time as issues to be addressed in motorsport;*
- (o) *arbitrate disputes between State Councils or between Affiliated Clubs in different States;*
- (p) *compile, and amend as required, a list of national records;*
- (q) *do all that is reasonably necessary to enable these Objects to be achieved and to enable the Members to receive the benefits which these objects are intended to achieve;*
- (r) *cooperate or join with or support any Club, association, organisation, society or individual which:*
 - (i) *undertakes activities, or has purposes which are similar to those of Motorsport Australia, or which advance motorsport in Australia; and*

³² Submission 38, p 2.

- (ii) has not acted, and / or will not act, in the opinion of the Board, contrary to the interests of Motorsport Australia, the Members or Motorsport; and*
- where such co-operation and / or joinder is in the best interests of Motorsport Australia and / or motorsport*
- (s) have regard to the public interest in its operations; and*
- (t) undertake and / or do all such things or activities as are necessary, incidental or conducive to the advancement of these Objects.³³*

Motorsport Australia advised that it is:

... recognised as the state sporting authority for four-wheeled motorsport within Queensland by the Queensland Government and the National Sporting Authority recognised within Australia by both Sport Australia and the FIA. Given this status CAMS is required to have a complete framework that incorporates processes, procedures and policies to safely administer and regulate four-wheeled motorsport. In order to stage CAMS or ANDRA sanctioned events, either in Queensland or anywhere else within Australia, the following aspects must be met to CAMS' or ANDRA's satisfaction:

- Venue Licencing*
- Licencing Frameworks (Officiating and Competitor)*
- Event Sanctioning Process*
- Insurance Coverage (CAMS obligation)*
- Rules and Regulations (CAMS obligation)³⁴*

As part of its event sanctioning process, CAMS stipulates exacting safety standards that it requires event organisers and competitors to meet when seeking to engage in CAMS sanctioned motorsport events, regardless of the discipline. CAMS places the safety of the sport above any commercial or financial considerations.³⁵

Many of the vehicle clubs the committee heard from are affiliated with Motorsport Australia/Motorcycling Australia.³⁶

In relation to venue licencing, Motorsport Australia advised that its program accounts for all events within the race and speed discipline under Motorsport Australia sanctioning and covers temporary street and permanent circuits. Different processes are applied for rally and off road disciplines due to the different risk profile of these events. Motorsport Australia advised that the track licence program is 'essential in order to':

- Provide a consistent approach to appraising tracks*
- Ensure a consistent, high standard of tracks for all CAMS events*
- Identify safety and operational issues*
- Collect data for organisational analysis of risk*

³³ Motorsport Australia, *Constitution of Confederation of Australian Motor Sport Limited t/as Motorsport Australia*, December 2019, pp 6-7.

³⁴ Submission 38, p 9.

³⁵ Submission 38, p 9.

³⁶ For example, refer submission nos 6, 8, 19, 24, 28, 37, 45 and 52.

- *Audit venues for compliance*
- *Satisfy insurance requirements*³⁷

3.2.1.1 Structure

In relation to its structure, Motorsport Australia advised that it:

*... operates under a "Unitarian Structure". As part of this structure, it comprises Commissions, State Councils, Committees, as well as its administration, in order to execute the duties of a National Sporting Authority.*³⁸

The Motorsport Australia's Board is made up of 10 directors with one from each of the six state councils, up to three appointed by the Board and an independent chairman also elected by the Board.³⁹ Responsibility for assisting the administration with the management of motor sport is delegated to the six state councils for their jurisdiction. Each state council consists of delegates elected by the affiliated clubs and their committees.⁴⁰

Motorsport Australia also has a number of committees which 'plan and administer specific functions'. The current committees are:

- Fuels Regulations Committee
- Eligibility Committee
- National Track Safety Advisory Committee
- National Medical Advisory Committee
- National Regulations Advisory Committee
- Judicial Advisory Committee⁴¹

In addition to its committee, Motorsport Australia has a number of national commissions whose functions are to 'assist with the administration of specific disciplines or functions' and 'in general, have executive authority and responsibility over areas that affect only their discipline or function'. The current commissions are:

- Australian Women in Motor Sport Commission
- Australian Historic Motor Sport Commission
- Australian Motor Racing Commission
- Australian Motor Sport Development Commission
- Australian Off Road Commission
- Australian Rally Commission
- Australian Officials Commission⁴²

³⁷ Submission 38, p 10.

³⁸ Submission 38, p 3.

³⁹ Submission 38, p 3.

⁴⁰ Submission 38, pp 3-4.

⁴¹ Submission 38, p 4.

⁴² Submission 38, p 4.

3.2.1.2 Insurance

Motorsport Australia advised that it provides:

... Public and Product Liability and personal Accident Insurance that is specifically tailored to the motorsport needs of affiliated car clubs, licence holders (both competition and official) and volunteers.⁴³

In relation to insurance cover, Motorsport Australia advised the committee:

I think people need to be sure and safe that in participating in a sport that is inherently dangerous, to some degree, you have some added protection by way of insurance for both the occupier of the land, the various participants and the officials and the volunteers.⁴⁴

3.2.1.3 Australian Institute for Motor Sport Safety

Motorsport Australia established AIMSS in 2007 as the 'peak body for motor sport safety and related research in Australia'.⁴⁵ AIMSS advised the committee that: it:

... works in conjunction with CAMS in an advisory role and is a research partner of the FIA (Fédération Internationale de l'Automobile) Safety Department to develop safety through research, education and industry liaison.

...

As a result of its partnership status with the FIA, AIMSS works to disseminate safety breakthroughs, news and information from around the world to the Australian motor sport community.

AIMSS helps keep Australia at the forefront of motor sport safety – benefiting CAMS members and licence holders at all levels. It should be noted that AIMSS is not a regulatory body. That responsibility is delegated by the FIA to CAMS in Australia.⁴⁶

AIMSS advised that its fundamental objectives are:

... to promote and conduct research into all aspects of motor sport safety, support the training of officials and race personnel, and monitor safety trends in order to identify research and safety regulation priorities.⁴⁷

AIMSS advised that it 'considers itself "agnostic" when it comes to having relationships with any motor sport body or member of the motor sport community regarding working towards better safety outcomes in the sport'.⁴⁸ AIMSS advised that it provides safety research for organisations other than Motorsport Australia.⁴⁹

⁴³ Submission 38, p 3.

⁴⁴ Public hearing transcript, Brisbane, 3 March 2020, p 14.

⁴⁵ Submission 41, p 2.

⁴⁶ Submission 41, p 2.

⁴⁷ Submission 41, p 2.

⁴⁸ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 2.

⁴⁹ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 3.

AIMSS also advised that it has in the past:

... reached out to the motorsport public to request suggestions on areas for future research. Our philosophy would be that ideally, in the interests of the safety of all participants, any general findings should be publicly available unless there are issues of IP ownership or the findings involve private and confidential matters. If a venue commissioned research on a specific issue (and funded that) then the finding would belong to the venue however we would always ask that if our research identifies an improvement to a safety item or safety matter that would benefit all venues, we be permitted to promulgate that information.⁵⁰

In relation to its safety research AIMSS advised:

AIMSS research findings can be classified into two categories – those which are privately commissioned (such as the S5000 modelling which was paid for by Australian Racing Group) and that which is generic (such as the AIMSS Review of Rally Safety). The former is usually not made public and is provided to the party which pays for the research, whilst the latter is freely available to any interested party and is usually placed on the AIMSS website.⁵¹

3.2.2 Australian Auto-Sport Alliance

AASA is a member sanctioning body of the SFI.⁵² AASA is owned by the Benalla Auto Club which also owns Winton Motor Raceway in Victoria and Wakefield Park Raceway in New South Wales (NSW).⁵³

AASA was formed in 2003. The press release for the launch of AASA states that it:

... has been formed by motor racing enthusiasts, to reduce the cost of participation in circuit motor sport, to substantially reduce the bureaucratic red tape associated with running such events and to provide an efficient and fair deal for all motor sport stakeholders. The Australian Auto-sport Alliance is providing a new structure for motor sport clubs and competitors, which will be a viable alternative when making the choice in organising and conducting circuit events.

...

... the Australian Auto-sport Alliance policy, announced last week, was to offer permits for events at Australian Auto-sport Alliance member circuits, which were 33% cheaper than the alternative and licences which were, at least, 50% cheaper for motor sport participants.

...

circuits and car clubs have a common and vested interest in increasing the usage of circuits. Without an active club and enthusiast support base, circuits will become economically unviable and cease to operate, Clubs will lose their appeal and the opportunity to use circuit venues.⁵⁴

⁵⁰ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 3.

⁵¹ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 2.

⁵² Australian Auto-Sport Alliance, 'About', <https://aasa.com.au/about/>.

⁵³ Benalla Auto Club, 'About Us', <https://benallaautoclub.com.au/about-us/>.

⁵⁴ Australian Auto-Sport Alliance Inc., 'Bringing the fun-factor back into circuit-based motorsport. Reducing bureaucracy, reducing fees and charges', September 2003, <https://www.sau.com.au/forums/topic/24903-watch-out-cams-here-comes-australian-autosport-alliance/>.

AASA's fact sheet states the following in relation to its heritage:

Motorsport enthusiasts by their very nature are a passionate and determined bunch to get things done, so it is no surprise that the AASA was born out of these ideals. Among the sport's stakeholders, who formed the AASA, were highly regarded motor racing enthusiasts, circuit racing promoters and track owners. Their mission, in 2003 is the same as we maintain today - to reduce the cost of participation in motorsport and to reduce 'bureaucratic red tape' associated with running events.⁵⁵

AASA's mission statement is:

... To create, promote and maintain a professionally administered sport and industry environment ensuring the viability of the professional and recreational auto racing industry for the benefit and enjoyment of all the key stakeholders – the people who participate, the people who watch them participate and the people who provide the infrastructure to enable them to participate.⁵⁶

AASA states that it:

... has been structured to avoid large overheads and its approach is one of being "lean and mean". It aims to be cost efficient for itself, all its membership categories, its suppliers of goods and services and Australian motor sport in general, while reducing the costs faced by those who participate in Australian motor sport at all levels.⁵⁷

And,

... is dedicated to the future development of cost effective Australian motor sport. The Australian Auto-Sport Alliance exists to introduce substantial membership benefits to all Australian Auto-Sport Alliance members and to provide an efficient and fair deal to all motorsport stakeholders.⁵⁸

In March 2017, AASA made the following statement in relation to its sanctioning responsibilities:

The Australian Auto-Sport Alliance (AASA) isn't the biggest, the oldest or endorsed by the FIA, and we're okay with that, so are our partners.

But that doesn't mean we compromise on the quality, knowledge and safety standards of any of our officials, staff or competitors. We might be relatively new kids on the block, but we've sanctioned hundreds of events each year around Australia since 2003.

While AASA policies may have minor differences, our coverage has been analysed by independent legal experts from our partners, most recently the Australian Off Road Racing Association, which is satisfied that we meet all their requirements.

All licenced officials participating in AASA events should be assured that they have coverage of an equivalent nature. In fact, many senior AASA officials have other motorsport officials licences as well.

We don't get licenced by NSW Sport and Recreation if we don't have the appropriate level of critical incident management protocols, support and advice available.⁵⁹

⁵⁵ Australian Speedway Drivers and Riders Association Incorporated, 'Articles', <https://asdrainc.com/wp-content/uploads/2018/09/AASA-Speedway-Fact-Sheet.pdf>.

⁵⁶ Australian Auto-Sport Alliance, 'About', <https://aasa.com.au/about/>.

⁵⁷ Australian Auto-Sport Alliance, 'About', <https://aasa.com.au/about/>.

⁵⁸ Australian Auto-Sport Alliance, 'About', <https://aasa.com.au/about/>.

⁵⁹ Australian Auto-Sport Alliance, 'Statement from the AASA to All Motor Racing Officials, Staff and Competitors', <https://aasa.com.au/statement-aasa-motor-racing-officials-staff-competitors/>.

3.2.2.1 *Insurance*

In relation to insurance, AASA states:

Australian Auto-Sport Alliance, in partnership with HDL Insurance Brokers, has arranged cost effective insurance, including public and product liability, professional indemnity and personal accident. These insurances are provided by Lloyds of London syndicate associates Marketform (Syndicate 2468) in the UK and QBE Mercantile Mutual in Australia.⁶⁰

3.2.3 **Recreation And Competitive Event & Resources Pty Ltd**

RACERS advised the committee that the company was established in 2009 and ‘issues event accreditation nationally to support grass roots motor sport activities across both two and four wheel venue based events’.⁶¹

By way of background, RACERS advised that it:

... started life in 2002 as Rev City Pty Ltd. Rev City was set up as a service shield and event delivery company to utilise the assets of Queensland Raceways Holdings Pty Ltd. Initially it sourced insurance through its partnership shareholding in the Australian Auto Sport Alliance initiative but moved away from that source when that organisation was incorporated and taken over by the Benalla Auto Club on the death of Michael Ronke.⁶²

RACERS advised that the company supports three roles:

Participants (Pax): RACERS had 9863 Clubman licence holders at 30/6/2019 which provide Participants (Pax) in RACERS accredited events with life and injury insurance. The key benefit for a RACERS’ Clubman Licence holders is that they can participate in many different MRAs e.g. Drags, Drifts, sprints, roll racing, motorcycle ride days, racing all on a single licence.

Support for Venue Operators (VOs) and Event Providers (EPs): RACERS provides insurance, administration and risk management support to VOs and EPs. This support enables Venue Operators (VOs) and Event Providers (EPs) to provide a wider menu of MRAs to more people than is possible with a “silo” provider like CAMS or ANDRA.

Insurance: Because any activity which generates excitement must have some degree of physical risk; RACERS only has insurance provided by the highest profile APRA approved organisations operating in the motorsport industry in Australia.⁶³

RACERS advised that it provides services to recreational customers involved in mini-bikes; karts; dirt, race and drag bikes; and race, sports and drag cars. RACERS’s stated ‘grand objective’ is to ‘give 10,000 (0.1%) road drivers an “on track” experience every year’.⁶⁴

The diagram contained in figure 1 depicts RACERS licencing demographic:

⁶⁰ Australian Auto-Sport Alliance, ‘About’, <https://aasa.com.au/about/>.

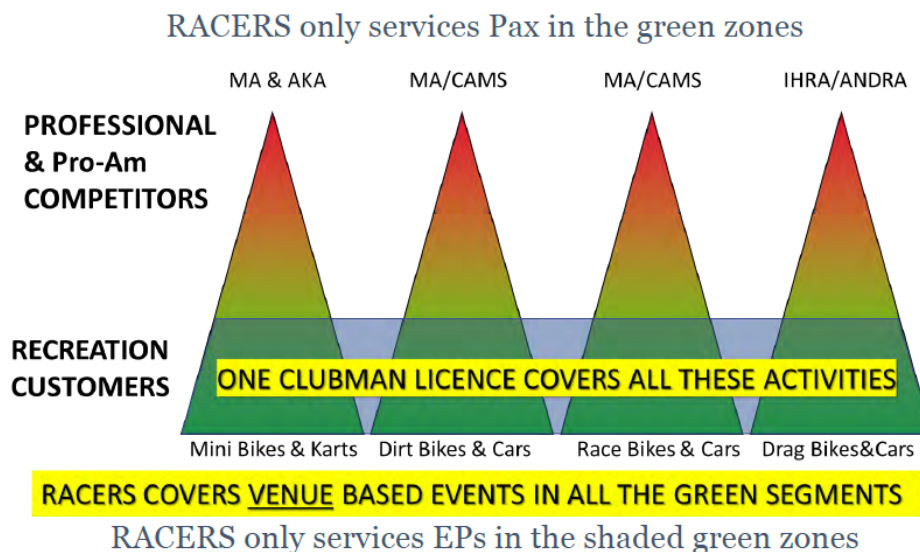
⁶¹ Submission 22, p 4.

⁶² Submission 22, p 4.

⁶³ Submission 22, p 4.

⁶⁴ Submission 22, p 6.

Figure 1: RACERS licencing demographics



Source: Submission 22, p 6.

RACERS states that it:

... heralds a new approach to the participation in and management, staging and promotion of motor sport in Australia. RACERS has been structured to avoid large overheads and its approach is one of being "lean and mean". It aims to be cost efficient for itself, all its membership categories, its suppliers of goods and services and Australian motor sport in general, while reducing the costs faced by those who participate in Australian motor sport at all levels.

The RACERS has been established to be a service organisation to motor sport. Such service to be provided by avoiding red tape and unnecessary delay and utilising the Circuit Members' offices as a "one stop shop", where motor sport participants can obtain permits, licences, fuel passbooks and all necessary documentation.

RACERS has arranged cost effective insurance, including public and product liability, professional indemnity and personal accident. These insurances are provided by Lloyds of London through SLE Worldwide Australia Pty Ltd, Chubb Insurance Australia Limited and Lloyds of London syndicated Epsilon Insurance Broking Pty Ltd

RACERS is dedicated to the future development of cost effective Australian motor sport. RACERS exists to introduce substantial membership benefits to all RACERS members and to provide an efficient and fair deal to all motor sport stakeholders.⁶⁵

3.2.4 Motorcycling Australia/Motorcycling Queensland

Motorcycling Australia is the governing body of motorcycle sport in Australia. Motorcycling Australia's core business is to develop and apply the rules and regulations of the sport and represent their 25,000 members Australia-wide.⁶⁶

Motorcycling Australia operates within the framework of local, state and federal government legislation and regulations and is affiliated with the international governing body Fédération Internationale de Motocyclisme (FIM) based in Geneva, Switzerland.⁶⁷

⁶⁵ Queensland Raceways, 'Sanctioning Authority', <https://qldraceways.com.au/about/sanctioning-authority>.

⁶⁶ Motorcycling Australia, 'About MA', <https://www.ma.org.au/about-ma-2/>.

⁶⁷ Motorcycling Australia, 'About MA', <https://www.ma.org.au/about-ma-2/>.

Motorcycling Australia is a federation with seven voting members, comprising state controlling bodies (SCBs) from all states and territories except the Australian Capital Territory (ACT). Motorcycling Australia's national council is made up of one delegate from each SCB, usually the SCB President.⁶⁸ Motorcycling Queensland (MQ) is one of the SCBs.

Motorcycling Australia has a book of rules, referred to as the *Manual of Motorcycle Sport* or the *General Competition Rules*, regulating its conduct. These documents form the basis of a contract between the regulating bodies of the sport and those who participate in it, namely licence holders, members, promoters and clubs.⁶⁹

MQ advised that it is 'the state controlling body for motorcycle sport and recreation in Queensland, as recognised by the relevant Queensland State Government department.'⁷⁰

In relation to what role it plays, MQ advised that it 'professionally manages and develops the business of motorcycle sport and recreation'⁷¹. MQ undertakes activities including:

- issues licenses to participants
- issues permits (and insurance) to event organisers (clubs and private promoters)
- conducts venue and track inspections to ensure compliance with national guidelines
- conducts nationally accredited officials and coach training programs for volunteers
- develops and manages an annual calendar of events consisting of 900+ events annually
- facilitates club development, recruitment and 'Come & Try' programs and initiatives
- conducts media and promotional activities
- provides direct communication strategies to members
- facilitates governance processes to effectively manage both sport (competitive) and recreational activities.⁷²

MQ also noted that it caters for all types of recreational motorcycling activity including non-competition activities such as off road trail riding, recreational road riding, practice, coaching, 'Come & Try' days and demonstrations.⁷³

A number of stakeholders advised of their affiliation with Motorcycling Australia/MQ.⁷⁴ MQ advised that there are 75 clubs affiliated with MQ 'spread broadly throughout the state' conducting differing types of competition and non-competition events and activities.⁷⁵ In addition, the Queensland Superkart Club Inc (QSC) advised that it is affiliated with Motorcycling Australia and runs under FIA rules.⁷⁶

⁶⁸ Motorcycling Australia, 'About MA', <https://www.ma.org.au/about-ma-2/>.

⁶⁹ Motorcycling Australia, 'About MA', <https://www.ma.org.au/about-ma-2/>.

⁷⁰ Submission 55, p1.

⁷¹ Submission 55, p 3.

⁷² Submission 55, p 3.

⁷³ Submission 55, p 5.

⁷⁴ See for example, submission 29.

⁷⁵ Submission 55, p 8.

⁷⁶ Submission 45, p 1.

The Federal Chamber of Automotive Industries (FCAI) confirmed that:

Circuit or "Road" racing, conducted on closed circuit courses is a specific activity, for the most part managed and controlled by Motorcycling Australia (MA). MA sanctioned events are held at approved circuits, with the appropriate insurances, safety measures, licence arrangements (including personal insurance), and racing class structure. This sport has spawned world champions at the pinnacle of the sport such as Wayne Gardner, Michael Doohan, Casey Stoner, and now current day rising star Jack Miller. This type of racing activity remains popular with a certain sector of motorcycle enthusiasts, and has created a new field of activity for road motorcycle riders, that is the "Ride Day". Road motorcycles are taken to, and used on a road-race track, and under supervision of the event organisers, usually with some form of training or guidance from riding professionals.⁷⁷

Historic Racing Car Club (Qld) Inc (HRCC) advised:

... any advancement that we do with any motorsport facility we would like an independent and acknowledged body governing it. For us, we have gone with Motorsport Australia. They supply suitably qualified people who can scrutinise the cars. They provide safety marshals. That is where our preferences are. They give greater insurance policies which is pretty important when you are hanging upside down in your car if you happen to be unfortunate enough to do that. We believe that a body such as Motorsport Australia is essential in running excellent motorsport facilities and events.⁷⁸

3.2.4.1 Insurance

Motorcycling Australia advised that it provides insurance coverage to:

... riders, clubs and promoters, including personal accident insurance, public & products liability insurance and Directors and Officers insurance, via the organisations own insurance company – 'Motorcycling Australia Insurance Limited' (MAIL).⁷⁹

MAIL was introduced in 2003. Motorcycling Australia advised that:

MAIL was created out of necessity, at a time when the global insurance business was heading through a significant crisis and Public Liability insurance (PL) was almost impossible to obtain, or so expensive that it was commercially unviable for events to be run.

No viable PL insurance meant the elimination of club events, which in turn meant the future of motorcycle racing at any level, was in doubt. Thank you to a bold step by the Alliance, MAIL was born and created its own bespoke insurance product. MAIL was designed, structured and operated with the protection of the sport, its members and affiliated clubs in mind.⁸⁰

MAIL has the backing of major insurers such as Lloyd's of London, Allianz and AXA-XL. The PL insurance covers 'the rider, the venue operator, promoter, or club, for the cost of legal action and claims for compensation if a third party suffers loss or damage'.⁸¹

⁷⁷ Submission 35, pp 1-2.

⁷⁸ Public hearing transcript, Brisbane, 3 March 2020, p 4.

⁷⁹ Submission 55, p 2.

⁸⁰ Motorcycling Australia, 'Motorcycling Australia Insurance Limited', <https://www.ma.org.au/motorcycling-australia-insurance-limited/>.

⁸¹ Motorcycling Australia, 'Motorcycling Australia Insurance Limited', <https://www.ma.org.au/motorcycling-australia-insurance-limited/>.

The PL coverage is set at \$40 million to take into account that motor sport carries a higher risk of a PL claim than a public events such as a school fete for example. There is also the Personal Accident insurance (PA) component which provides ‘compensation on a no-fault basis in the event of injury, disability or death’⁸². Payouts are limited as follows:

- *For death: A lump sum of \$75,000 (18 and over) or \$10,000 if aged under 18*
- *For quadriplegia or paraplegia: A lump sum of \$150,000*
- *For permanent disability: A lump sum of \$50,000 for permanent total disability, partial disability is assessed on a scale to a maximum of \$50,000*
- *Non-Medicare medical expenses: Reimbursement for expenses such as chiropractic, physiotherapy, occupational therapy, pharmacy, dental & osteopathy up to a maximum of \$5,000*
- *Emergency transport costs for Officials, Marshals & Volunteers reimburses 100% of ambulance costs incurred up to a maximum of \$10,000*
- *Accommodation expenses for family members of injured riders: Reimburses up to \$125 per night (up to a maximum of \$10,000) for accommodation.*
- *Other benefits: Include Parents Inconvenience Allowance, Student Tutorial Weekly Benefit, Home Help / Child Minding Weekly Benefit, Loss of Income (Officials, Marshall & Volunteers only), and Funeral Benefit.⁸³*

3.2.5 Australian National Drag Racing Association

ANDRA is a drag racing sanctioning body of Australia. It is officially recognised as the controlling body of drag racing in Australia by Motorsport Australia and the FIA.⁸⁴

ANDRA’s constitution stipulates that the objects of the Association are:

To co-ordinate and administratively control all facets of drag racing in Australia and to instigate and enforce all rules needed to attain this end.

To encourage and assist any organiser in the progressive and honest promotion of ANDRA Drag Racing.

To protect the sport and its participants from harmful exploitation and unfair or dishonest promotion.

To encourage and assist activity designed to foster a good relationship between the public and the sport.

To increase the knowledge and acceptance of drag racing by the public.⁸⁵

Motorsport Australia advised the committee:

ANDRA was established in 1973 originally as an offshoot from the Australian Hot Rod Federation. Today ANDRA sanctions drag racing events across 20 venues throughout Australia, at all levels of the sport from Junior Dragster to the fastest acceleration vehicles on earth Top Fuel Dragsters.

⁸² Motorcycling Australia, ‘Motorcycling Australia Insurance Limited’, <https://www.ma.org.au/motorcycling-australia-insurance-limited/>.

⁸³ Motorcycling Australia, ‘Motorcycling Australia Insurance Limited’, <https://www.ma.org.au/motorcycling-australia-insurance-limited/>.

⁸⁴ Australian National Drag Racing Association Ltd, ‘About ANDRA’, <https://www.andra.com.au/about-andra/>.

⁸⁵ Australian National Drag Racing Association Ltd, ‘Constitution of Australian National Drag Racing Association Ltd’, <https://www.andra.com.au/images/stories/ANDRA/PDF/companyconstitution27112014.pdf>, p 3.

ANDRA is a not for profit company limited by guarantee and is the only member based not for profit drag racing sanctioning body in Australia.⁸⁶

In relation to safety standards, Motorsport Australia advised that ANDRA has standards in place for venues that range from world class permanent facilities to temporary venues. Motorsport Australia advised:

ANDRA has the only documented drag racing facility standards applicable to facilities that wish to safely operate a drag racing venue in Australia. In 2019 ANDRA commissioned its own engineering work to consider concrete barrier specifications for drag racing facilities, where no other standard existed specific to the discipline.⁸⁷

3.2.6 Speedway Australia

Speedway Australia advised that it:

... is the peak body for the sport of speedway, providing support, guidance and the operating framework for over 14,000 licence holders at 91 venues in every state and territory, who provide entertainment for hundreds of thousands of spectators every year.⁸⁸

Speedway Australia's website states:

Speedway Australia currently oversees in excess of 80 track operators, 15 sanctioning bodies and over 12,000 licence holders comprising of drivers, car owners, crew, officials, media, safety team members and fire fighting workers.

As the peak body in Australian Speedway, Speedway Australia is constantly working diligently as an industry advocate and plays a vital role in representing the speedway industry in discussions with other major motor sport organisations, Government bodies and external regulators.

Speedway Australia is also responsible for an Australia-wide licensing system, which includes complimentary Personal Accident Injury Insurance. Speedway Australia's Insured Track system provides Group Public Liability Insurance at a rate that would be otherwise unattainable for individual Speedways.⁸⁹

In relation to its structure, Speedway Australia is managed by a board made up of:

- four promoter directors (nominated by promoter shareholders)
- four competitor directors (nominated by competitor shareholders)
- one independent director (nominated by the board)⁹⁰

Speedway Australia's website also states:

This structure ensures the Speedway Australia Board acts in a manner that is beneficial to all Speedway participants. To become a Speedway Australia Board Member, a Competitor or Promoter Director must be nominated by a majority of their respective shareholders. This nomination must then be approved by a majority of all of the shareholders for the nominated person to be accepted.⁹¹

⁸⁶ Submission 38, p 5.

⁸⁷ Submission 38, p 10.

⁸⁸ Submission 42, p 1.

⁸⁹ Speedway Australia, 'About', <https://www.speedwayaustralia.org/about>.

⁹⁰ Speedway Australia, 'About', <https://www.speedwayaustralia.org/about/board-members>.

⁹¹ Speedway Australia, 'About', <https://www.speedwayaustralia.org/about/board-members>.

3.2.7 Karting Queensland

Karting Queensland advised that it is:

... recognised by the Confederation of Australian Motor Sports (CAMS) as the peak body for the sport of Karting in Australia. As the State body affiliated with Karting Australia, Karting Queensland is the peak body for the sport of Karting in Queensland.

While it is recognised by CAMS as the peak Association, it is not the only body conducting karting activities in Queensland.⁹²

Karting Queensland is a member association of Karting Australia. Karting Australia is the governing body of the sport of karting in Australia. The FIA, through Motorsport Australia, has delegated the 'power and authority to organise and control the sport within Australia'.⁹³

Affiliated bodies have access to comprehensive insurance cover arranged by Karting Australia provided by Gallagher.⁹⁴ In relation to the insurance, Karting Australia states:

Designed to identify and address the specific risks associated with karting, the Karting Australia National Insurance Program encompasses both Personal Accident Insurance and Public Liability Insurance. All karting activities are generally covered, including official races, official practice sessions and committee meetings.⁹⁵

3.2.8 Model Aeronautical Association of Queensland

The Model Aeronautical Association of Queensland (MAAQ) is an association of model aero clubs in Queensland. It is recognised as the sole representative organisation for the sport in Queensland by the Fédération Aéronautique Internationale World Air Sports Federation which is the worldwide governing body for all forms of sporting aviation, including model flying through the Model Aeronautical Association of Australia (MAAA) and Australian Sports Aviation Confederation (ASAC). Model aircraft flying comes under the control of the Civil Aviation Safety Authority (CASA) and is approved by CASA as the Recreational Aviation Administration Organisation (RAAO) for model aircraft.⁹⁶

MAAQ confirmed that there is a section in the civil aviation safety regulations specifically addressing model aircraft.⁹⁷ The MAAA is recognised as a self-regulating body and has a deed of arrangement with CASA to regulate its membership.⁹⁸

MAAQ advised that its membership is:

... in excess of 2000 individuals (and around 67 clubs) with a passion for flying miniature aircraft including radio control, control-line and free-flight models. These range from very small to very large models with engines up to 400cc.⁹⁹

⁹² Submission 46, p 1.

⁹³ Karting Australia, 'About Karting Australia', <https://www.karting.net.au/karting-australia/about-karting-australia>.

⁹⁴ Karting Australia, 'National Affiliation Requirements', <https://www.karting.net.au/karting-australia/national-affiliation-requirements>.

⁹⁵ Karting Australia, 'Coverage', <https://sport.ajg.com.au/karting-australia/coverage/>.

⁹⁶ Model Aeronautical Association of Queensland, 'What is the MAAQ?', <https://maaq.org/>.

⁹⁷ Public hearing transcript, Brisbane, 16 March 2020, p 14.

⁹⁸ Public hearing transcript, Brisbane, 16 March 2020, p 15.

⁹⁹ Submission 59, p 1.

3.2.9 Australian Sports Anti-Doping Authority

The purpose of the Australian Sports Anti-Doping Authority (ASADA) is ‘to protect the health of athletes and the integrity of Australian sport by minimising the risk of doping’. ASADA’s roles and functions are set out in the *Australian Sports Anti-Doping Authority Act 2006* (Cwlth), the *Australian Sports Anti-Doping Authority Regulations 2006* (Cwlth) and the National Anti-Doping (NAD) scheme. ASADA collaborates with the World Anti-Doping Agency (WADA), overseas anti-doping organisations and other stakeholders ‘to further the Australian Government’s efforts to strengthen anti-doping practices globally’.¹⁰⁰

3.3 Other industry bodies

The committee heard from a range of other industry bodies which facilitate interaction between individuals, clubs and businesses and represent their members’ interests. These bodies do not have any sanctioning powers.

3.3.1 Australian Automotive Aftermarket Association

The Australian Automotive Aftermarket Association (AAAA) is the national industry association representing manufacturers, distributors, wholesalers, importers and retailers of automotive parts and accessories, tools and equipment, as well as providers of vehicle service, repair and modification services in Australia.¹⁰¹

The AAAA advised that it formed the Australian 4WD Industry Council, a non-competitive specialist council, to ‘provide advice, consultation, collaboration and a strategic approach to current and potential market issues from regulators, governments, 4WD enthusiasts and community groups’ and to ‘promote professional and responsible activities within the 4WD sector’.¹⁰²

In terms of manufacturing of aftermarket products in Australia, AAAA advised:

*... this is a growing industry and Queensland now has more automotive manufacturing than South Australia. This is largely due to exposure to four-wheel drive recreational vehicles and performance vehicles. So, 86 per cent of manufacturing is now for four-wheel drive specific products and 56 per cent for performance vehicles. Our members are very optimistic because they are indeed growing. We have a great reputation internationally and it kind of makes sense, doesn’t it, that you would buy aftermarket products that were designed, developed and product tested in Australia because of our rugged conditions.*¹⁰³

3.3.2 Federal Chamber of Automotive Industries

FCAI is the peak industry body representing the interests of Australian importers and distributors of new motor vehicles and motorcycles, including All-Terrain Vehicles (ATVs) and Side by Side Vehicles (SSVs). FCAI advised that its members are ‘heavily invested in this Industry with a significant majority of their products being used in a recreational capacity’.¹⁰⁴

3.3.3 Four Wheel Drive Queensland

4WDQ advised:

4WD Queensland was formed in 1976 when members from various 4WD clubs across Queensland, got together in an effort to unite the voice of four-wheel drivers in promoting recreational four-wheel driving.

¹⁰⁰ Australian Sports Anti-Doping Authority, ‘About’, <https://www.asada.gov.au/about-asada>.

¹⁰¹ Submission 32, p 1.

¹⁰² Submission 32, p 1.

¹⁰³ Public hearing transcript, Brisbane, 3 March 2020, p 8.

¹⁰⁴ Submission 35, p 1.

Although 4WD Queensland predominately seeks to promote the requirements and interests of our affiliated clubs and their members, as the peak 4WD motoring body in Queensland, we also represent the interests of all 4WD owners and operators throughout the state, when common issues benefit or tarnish both the association and general 4WDing community.

4WD Queensland currently has in excess of 60 affiliated 4WD clubs which are incorporated under Queensland legislation, with many more 4WD groups operating as social and unstructured clubs.¹⁰⁵

3.3.4 Australian Recreational Motorists Association Inc.

4WDQ advised the committee that a new association, the Australian Recreational Motorists Association Inc (ARMA), was incorporated in late 2019 and launched on 2 March 2020. 4WDQ advised:

We are looking at hunters, shooters, fishers, four-wheel drivers, street rods and street machines. We are aiming to put that association at a higher level than our national association and encompass all of the motoring groups around Australia and anyone who has anything to do with recreational.¹⁰⁶

The aim of the ARMA is:

To represent the recreational rights of public land users on public lands to ensure these lands can be appreciated, preserved and conserved for all users to enjoy responsibly.¹⁰⁷

3.4 Committee comment

The committee notes comments made by Motorsport Australia and RACERS regarding their sanctioning responsibilities. The committee considers that the safety of participants and spectators should be the highest priority for all involved in MRAs.

The committee notes that the three motor racing sanctioning bodies identified by the committee, cater to different segments of the motor sport industry, with AASA and RACERS identifying that they support grass roots participants with lower costs and administration.

The committee can see the usefulness of all these bodies in improving the safety of both participants and spectators whilst expanding participation at all levels from professional drivers to social participants and juniors.

The committee stresses that it is essential that commercial interests should never be placed above the safety of participants and spectators. The committee considers that there is capacity within the industry, and these bodies need to work together for the good of the sport.

¹⁰⁵ Submission 49, p 1.

¹⁰⁶ Public hearing transcript, Brisbane, 16 March 2020, p 18.

¹⁰⁷ Australian Recreational Motorists Association, 'About', <https://www.arma.net.au/>

4 Economic impact

Term of reference (a) states that the committee should consider:

The economic impact of the motor recreation industry to Queensland, including opportunities to grow the industry to create jobs for Queenslanders.

DTMR advised the committee:

The Queensland Government recognises that there is a wide scale and variety of MRAs practiced in the State. These range from professional and semi-professional events to activities practiced by genuine community-based clubs and volunteer groups. The variety of vehicle types (cars, drones, model aircraft and boats) and a range of activities (competitive track events, historical cruise events, off-road four-wheel drive events, competitive drone racing etc) means that it is particularly challenging to comprehensively identify the economic contribution of the entire industry.¹⁰⁸

4.1 Analysis of the economic contribution of motor sport industry

In 2013, Motorsport Australia commissioned Ernst and Young (EY) to prepare a report on the 'Economic Contribution of the Australian Motor Sport Industry' (EY Report). The EY Report was delivered in November 2014. In 2019, Motorsport Australia engaged Deloitte Access Economics (Deloitte) to conduct a study to estimate the contribution of motor sport to the Australian economy. Deloitte delivered its report, 'Economic contribution of the Australian motor sport industry' (Deloitte Report), in June 2020. A summary of the results of these two studies is discussed below.

In relation to future studies, AIMSS advised the committee that the FIA has commissioned an independent research project from Futerra to evaluate the contribution that motor sport has made and is making, to safety, sustainability, and society in general.¹⁰⁹

4.1.1 Ernst and Young 2014 report - Economic Contribution of the Australian Motor Sport Industry

The EY Report defines 'motor sport' as:

... any discipline of motor car competition or car enthusiast activity, including any activities or involvement in any discipline of 4-wheeled motor sport.¹¹⁰

The EY Report made the following findings:

In 2013, the Australian motor sport industry directly generated:

- \$2.7 billion direct industry output
- \$1.2 billion direct value added
- 16,224 direct jobs.

Around half of this was generated by over 150,000 motor sport participants (competitors, officials and other club members) across Australia, with the remainder generated by the following interrelated industry elements:

- Car clubs
- Tracks and venues

¹⁰⁸ Submission 48, p 1.

¹⁰⁹ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 1.

¹¹⁰ Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 1.

- *Governing bodies*
- *Events and professional teams*
- *Auto-related industries*

Circuit Racing (including superkarts and historics) and Speed events (non-Circuit Racing) are the two largest motor sport disciplines in Australia, accounting for over 60% of the Australian motor sport industry output.

In 2013, there were 1,392 car clubs and 6,289 motor sport events, including 2,255 social events. Over 2,100 volunteer officials supported these events.

Motor sport events (including tourism and event operations but excluding self-funded participants), generated \$0.9 billion in direct industry output, \$0.4 billion in value added and 5,227 jobs.

On average, motor sport participants (competitors and officials) spend \$13,490 per year on motor sport activities (excluding vehicle purchase). Vehicle owners spend \$60,000 on average on motor sport related vehicles and initial modifications.

The Australian motor sport industry is an important contributor to the regional economy, with 30% of participants and 85% of CAMS sanctioned tracks and venues located in regional areas.¹¹¹

The EY Report noted that the motor sport industry also generates additional benefits which were not able to be quantified.¹¹²

The Queensland specific results for 'direct industry output, value add and employment' are contained in table 1.

Table 1: Direct industry output, value add and employment statistics for Queensland

Measure	Direct	% of Australia
Industry output (\$m)	\$541	20.30%
Value add (\$m)	\$235	
Jobs	3,296	

Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 3.

In relation to participation in motor sport, the Queensland results are contained in table 2.

Table 2: Participation in motor sport in Queensland

Measure	Australia	Queensland	% of Australia
Compete only	55,339	9,138	16.5%
Compete and officiate	3,619	573	15.8%
Officiate only	17,419	2,751	15.8%
Other club members	76,775	17,897	23.3%
Total	153,152	30,359	19.8%

Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 4.

The motor sport industry includes and supports the entities included in table 3.

¹¹¹ Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 1.

¹¹² Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 1.

Table 3: Other measures in motor sport for Queensland

Measure	Australia	Queensland	% of Australia
Tracks and venues	334	61	18.3%
Clubs	1,391	273	19.6%
Events	6,247	1,112	17.8%

Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 5.

Table 4 depicts the industry output, value add and employment by discipline.

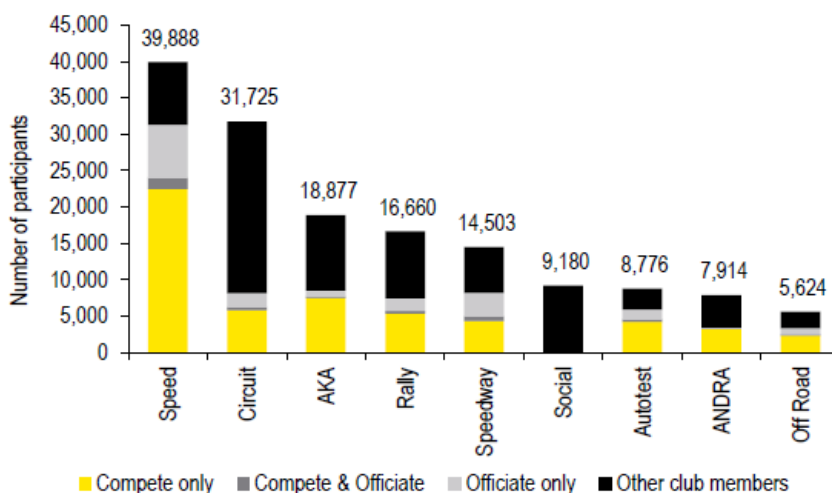
Table 4: Direct industry output, value add and employment statistics by discipline for Australia

Discipline	Output (\$m)	Value add (\$m)	Jobs	% of Aust.
Circuit Racing	1,136	494	6,922	42.7%
Speed events (non-circuit racing)	500	218	3,048	18.8%
Rally	232	101	1,416	8.7%
Speedway	216	94	1,316	8.1%
Drag	181	79	1,102	6.8%
Karting	157	68	956	5.9%
Autotest	112	49	683	4.2%
Off Road	105	46	639	3.9%
Social	23	10	140	0.9%
	2,663	1,158	16,224	100%

Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 6.

Figure 2 depicts participation (head count) by discipline.

Figure 2: Participation by discipline for Australia



Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 7.

Table 5 depicts the other measures by discipline.

Table 5: Other measures by discipline for Australia

Discipline	Number of clubs	Number of events
Circuit Racing	402	808
Rally	157	248
Off Road	38	104
Speed events (non-circuit racing)	147	1,074
Autotest	49	532
Social	157	2,255
ANDRA	51	223
AKA	90	780
Speedway	300	223
Total	1,391	6,247

Source: Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 7.

In relation to the other benefits the motor sport industry generates, the EY report identified the following:

Motor sport is deeply embedded within the Australian culture. Its influence spans well beyond the 76,377 people who directly compete or officiate in events. For example:

- *Around half of all motor sport participants (76,775 of 153,152 participants) do not directly compete or officiate in events and are purely involved in other club activities (e.g. social events run by clubs)*
- *21,038 motor sport participants are volunteer officials (3,619 officials also compete). These officials are responsible for facilitating the majority of the 6,247 motor sport events held across Australia in 2013*
- *The 1,391 motor sport car clubs across Australia held around 6,247 events, in 2013. CAMS's 460 affiliated car clubs put on 4,311 events, with over half of these being non-competitive social events*
- *On average, participants (competitors and officials), take 1.8 people (e.g. family members and non-CAMS accredited support staff) along to events they participate in, which further increases the penetration of the sport into the community*
- *Motor sport is the fourth most watched (in terms of spectator attendance) sport in Australia*
- *Over 80% of survey respondents indicated that 'to be with family and friends' is a 'very important' (40%) or 'somewhat important' (43%) factor in choosing to participate in motor sport¹¹³*

¹¹³ Ernst and Young for the Confederation of Australian Motor Sport, *Economic Contribution of the Australian Motor Sport Industry*, November 2014, p 12

4.1.2 Deloitte Access Economics 2020 report – Economic contribution of the Australian motorsport industry

The data contained in the Deloitte Report relates to the 2018 calendar year.¹¹⁴ The Deloitte Report uses the same definition of ‘motorsport’ as was used in the EY Report and sought to follow the approach and coverage of the EY Report in 2014.¹¹⁵

The Deloitte Report made the following findings:

*In 2018, the motorsport industry contributed \$2.9 billion in value added to the Australian economy, supporting 30,226 full time equivalent (FTE) jobs.*¹¹⁶

...

The headline contribution listed captures a number of components:

- *The direct value added generated by participant expenditure, clubs, events, tracks and venues, governing bodies, and auto-related industries.*
- *The indirect industry effects, that is, the demand for goods and services generated in other sectors outside of those directly supplying the motorsport industry, such as demand for metal and raw materials used to manufacture vehicles.*
- *The estimated tourism contribution and industry effects generated by events, such as the interstate tourists who travel to be spectators at a motorsport event.*¹¹⁷

The Deloitte Report also states:

*The gross output of the motorsport industry is \$3,503 million. This measures the total participant expenditure and revenue of firms in the motorsport industry, adjusted for intra-industry trade. Gross output should not be understood as a measure of economic contribution, however, as it includes intermediate expenditure by motorsport firms.*¹¹⁸

Table 6 depicts economic contribution of motorsport in Australia.

Table 6: Direct industry output, value add and employment statistics by discipline for Australia

Measures of contribution	Direct	Indirect (excl. events)	Indirect and induced tourism from events	Total
Value add (\$m)	\$1,254	\$1,025	\$599	\$2,877
Employment (FTE)	17,165	6,927	6,134	30,226

Source: Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 31.

The Deloitte Report identifies that the key drivers of motor sport contribution are participant expenditure and major events. Figure 3 depicts the total economic contribution by industry.

¹¹⁴ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 10.

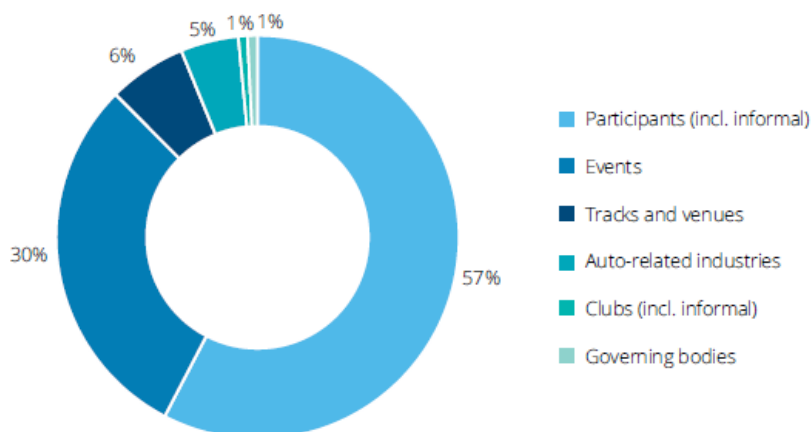
¹¹⁵ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 64.

¹¹⁶ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 31.

¹¹⁷ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 31.

¹¹⁸ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 31.

Figure 3: Direct industry output, value add and employment statistics by discipline for Australia



Source: Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 32.

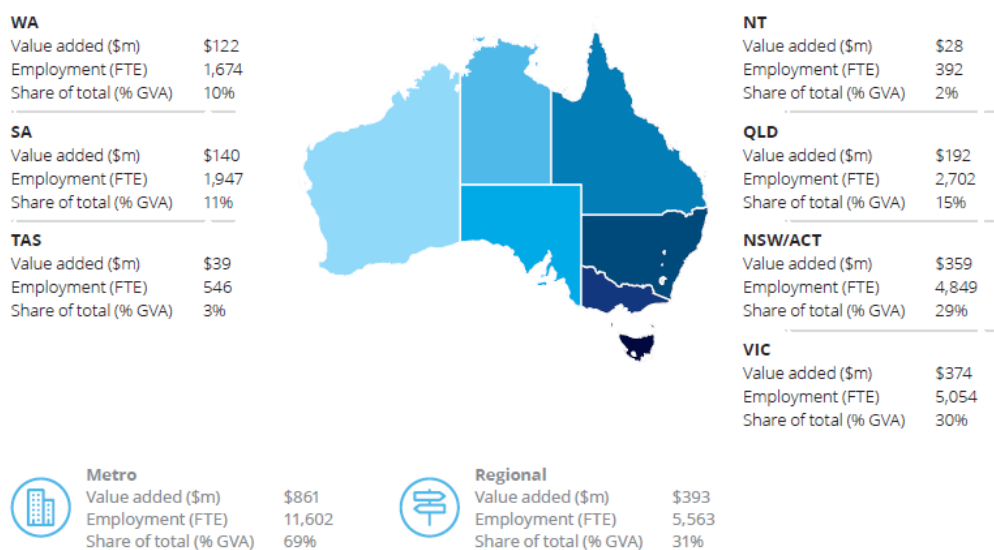
The economic contribution for each of the sectors are:

- Participant expenditure remains the economic engine of the industry. In 2018, participant expenditure generated \$1,658 million in total value added and 16,488 jobs (FTE).
- Events includes major events, professional and semi-professional team spending on events and delegate authority events. An estimate of the total economic contribution of events in 2018 is \$861 million of total value added and tourism contribution and 10,075 jobs (FTE).
- Tracks and venues includes all major motor sport infrastructure that is not owned by clubs. In 2018, tracks and venues generated \$180 million of total value added and 1,870 jobs (FTE).¹¹⁹

The Deloitte Report notes that 30 per cent of the Australian motor sport industry’s direct contribution was generated within regional areas. The Deloitte Report also disaggregates the national economic contribution into state and territory contributions. Figure 4 depicts these results.

¹¹⁹ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 33.

Figure 4: Direct value add and employment by state and metro/regional areas



Notes: (1) Due to rounding there might be slight differences between the sum of these numbers and the national figures. (2) Metropolitan geographies are defined by ABS Regional Area categorisation as 'major cities of Australia'. All other geographies are categorised as regional for the purposes of this study. (3) A full description of the spatial disaggregation method can be found in Appendix A.

Source: Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 34.

The Deloitte Report includes statistics in relation to the contribution of volunteers and noted the following:

In 2018, it is estimated that motorsport volunteers contributed to the equivalent of between \$130 million and \$195 million through the value of their time spent participating in the industry.

Volunteer labour is critical to the output of the motorsport industry and its ability to produce the desired level and quality of experience and service to its participants.¹²⁰

The Deloitte Report calculated that there were between three and five million volunteer hours committed to motor sport in 2018, which equates to a volunteer contribution* of between \$130 million and \$195 million.¹²¹ Figure 5 depicts the volunteer contribution.

¹²⁰ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 35.

¹²¹ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 35.

Figure 5: Volunteering contribution

Measures of contribution	Club survey estimate	Total
Sample annual volunteer hours per volunteer per year	32	36
Population of participants (potential volunteers)	117,191	117,191
Wage rate (replacement cost)	\$41.86	\$41.86
Total volunteer contribution (\$m)	130	195

* Volunteer contribution here can be understood as foregone wages. There are three generally accepted methods by which volunteer services can be valued (ABS, 2009):

Opportunity cost – value based on what volunteers could earn in their usual occupations. The value varies by: whether volunteers are male/female; average ordinary time hourly rate for all occupation categories within a specific industry.

Replacement cost – appropriate wage rate to each volunteer hour is associated with the activity being undertaken by the volunteer.

Other options – e.g. average gross wage for sports and recreation occupation categories.

Source: Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 35.

The Deloitte Report also identified a number of other benefits to the wider community generated by the motor sport industry. These benefits include:

- skill development and research activities¹²²
- female participation in STEM industries¹²³
- encouraging safe driving on track and public roads¹²⁴

4.2 Direct and indirect financial contribution of motor recreational activities

Stakeholders focused on both the direct and indirect economic contribution of their MRAs, providing examples and anecdotes.

The Queensland Early Motorcycle Sports Club Incorporated (QEMSC) identified:

A study undertaken in 2011 found that motorsport is one of the largest sports in Australia, with spectator numbers exceeding all forms of football.

*The consequence of this is that many sectors of the economy benefit from the sport, including accommodation, tourism, restaurants, hotels, spare parts sales, fuel and oil sales, supermarkets, exhaust shops, automotive engine builders, motorcycle workshops, tyre sales, motor car and motorcycle dealer-shops., etc.*¹²⁵

4.2.1 Direct contribution

The key elements of direct economic impacts include visitor and organiser spending. This relates to both events, particularly those held in a regional area, and general spending on the MRA.

¹²² Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 51.

¹²³ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 52.

¹²⁴ Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 53.

¹²⁵ Submission 29, p 2.

In describing some of the direct economic impacts, AIMSS noted:

*Each weekend Queensland plays host to a range of motor sport events, from grass-roots gymkhanas, hill climbs, sprints, rallies and off road races, to major international events such as the Gold Coast Supercars event in October each year. Every event brings an economic impact to the local community. Often overlooked, even small club events such as rallies and off road events in rural Queensland, bring positive benefit and dollars to local businesses.*¹²⁶

Some of the examples of the direct economic impacts provided by stakeholders are detailed below.

Brisbane Sporting Car Club Limited (BSCC), established in 1953, has focussed on the 'planning and delivery of gravel car rallies and off-road racing events from the Club to the National and International levels' since the mid-1990s. With regard to the direct financial contribution that rallying events make, BSCC advised:

*Empirical evidence from events shows that each competing team spends about \$200 per head per day on accommodation and food. This does not include the costs of car preparation, car trailer hire, tyre wear, fuel and spare parts to maintain the rally car on event.*¹²⁷

Based on a 35 car field with 5 persons in each team, the estimated expenditure for overnight accommodation and food for competitors would be \$70,000. If we calculate a similar average spend for 90 officials and 50 spectator for one day the expenditure would be \$28,000. The total expenditure on a club rally would therefore be \$98,000.

*For a State Championship event that figure would be higher as crews are travelling from within the State and interstate and the event period can be up to 3 days. For the 2 State Championship rallies in 2019, the rallies had more than 40 entries and a greater number of officials, plus media and more spectators. This higher estimated expenditure has been put at \$165,000 by a Chamber of Commerce person in the Blackbutt/Yarraman area for a 2017 State Championship event but that has not been verified.*¹²⁸

BSCC advised of the results of surveys done in 2014 and 2015 at the *International Rallies of Queensland* (Asia-Pacific Rally Championship) held on the Sunshine Coast and the forests around Imbil near Gympie. The survey data for the 2015 event showed:

*... more than 1200 participants of which 460 were from interstate and over 200 were from overseas. The economic benefit to the region was calculated at about \$1.4M with a further \$600,000 benefit to the rest of the State. As this event included longer stays by the National and International teams, the number of bed nights in the region was calculated at over 9000.*¹²⁹

HTAA advised:

*... the body representing historic motor vehicle clubs nationally, the Australian Historic Motoring Federation, has conducted a survey and estimates the value of the movement's contribution nationally to be \$3.1 billion.*¹³⁰

¹²⁶ Submission 41, p 14.

¹²⁷ Submission 37, p 2.

¹²⁸ Submission 37, p 3.

¹²⁹ Submission 37, p 3.

¹³⁰ Public hearing transcript, Brisbane, 3 March 2020, p 2.

HRCC estimated its annual revenue, from the five to six events they are involved in each year, to be \$350,000 to \$400,000. These funds are used to:

... employ some people and we often get charities to man our gates to get ticket sales and then we can donate to the charities, so we are proudly evolving and developing quite well. Our biggest event is only second to the V8 Supercars. We are really proud of the fact that we get a large number of competitors racing their old cars.¹³¹

Karting Queensland provided the following examples of the financial contribution of events:

A state event will typically run over 3 days with participants arriving on the Thursday and leaving on the Sunday. In 2019 the two rounds of the State Championship saw about 130 drivers attend Proserpine and Gympie. With about half of those drivers being under 18, attendances at the events were in excess of 250 people.

As well as the State rounds, there were 5 National events conducted in 2019. 2 Rounds in Ipswich and one each in Warwick, Emerald and Gold Coast. These events combined saw in excess of 1100 drivers travelling from around the State and country to participate.

The Highlands Regional Council (Emerald) estimated that in 2017 the round of the National Kart Championships resulted in over \$800,000 being injected into the community through Accommodation and restaurant sales.¹³²

In its 'Directions for the Motorcycle Industry 2017-2020 Report' (FCAI 2016 Report), the FCAI identified:

There are more than 40 brands of motorcycles and scooters imported into Australia. They are sold by authorised dealers across Australia, supported by other motorcycle-related businesses such as workshops and sellers of clothing and accessories. Approximately 880 businesses service the motorcycle industry across Australia.

In 2015 there were approximately 88,000 new two wheeled motorcycles sold in Australia.

This included off-road motorcycles, road motorcycles and scooters. Road motorcycles comprised 51% of all new bikes sold, off-road bikes were 43%, and scooters 6% of the total new bike sales.

Both new and second hand motorcycles are sold and serviced through over 880 businesses, employing nearly 4,000 people including 1,700 motorcycle mechanics. These businesses have an annual turnover of \$1.8 billion, making a profit of over \$102 million and paying wages in excess of \$184 million. Overall they contribute \$340.5 million to the Australian GDP or 0.02%.¹³³

In relation to motorcycling, the FCAI 2016 Report stated:

Motorcycle sport and recreation is popular, with an estimated 4500 events each year conducted by Motorcycling Australia (MA), the national body for organising motorcycle racing around the country.

About 22,000 motorcycle sport riders hold a full racing or competition licence – another 40,000 single event competition or recreational licences are issued each year. These events contribute millions of dollars to the economy, particularly in regional and rural areas.

¹³¹ Public hearing transcript, Brisbane, 3 March 2020, p 3.

¹³² Submission 46, p 1.

¹³³ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 3.

*International motorcycle events bring visitors to Australia and local municipalities. Currently Australia hosts rounds of both the World MotoGP and World Superbike championships; from time to time, other international motorcycle events are held in Australia such as Speedway World Championships, Trials World Championships and Motocross World Championships.*¹³⁴

FCAI advised the committee that the sale of new motorcycles has diminished by approximately 25 per cent since 2016. However, the upside is the expanded second-hand motorcycle market. FCAI advised:

*... there are around about 870,000 registered motorcycles in Australia. Queensland is home to approximately 24 per cent of those, although Queensland's population is around about 20 per cent of Australia's population. So, Queensland, I guess climate wise, is particularly predisposed to motorcycles and motorcycling and that is reflected in those numbers. There are around about 210,000 registered motorcycles in Queensland, so not a huge amount but certainly a significant amount.*¹³⁵

4.2.2 Indirect contribution

The key elements of indirect economic impacts include the creation of ancillary businesses that exist to service MRA. Some of the examples of the indirect economic impacts provided by stakeholders are detailed below.

4.2.2.1 Motor vehicle clubs, events and facilities

RACERS cited the EY Report to support its statement that:

We can assert with high credibility that the revenue generated by the 3 full time race tracks in SEQ has approximately a leverage of >20:1 in total revenue generated.

It is worth noting that South East Queensland has a mature MRA market which has resulted in 3 full time race tracks in the south eastern corner of the state. This is the same number of tracks as New South Wales and Victoria combined. Given that those tracks have >10,000,000 people in their drive markets and SEQ has only 2,200,000 it is reasonable to assume some thing is different in SEQ to the rest of Australia.

*This is because MRAs as a market have been very well developed in Queensland; much more so than any other state of Australia.*¹³⁶

The Roma Historical Motor Club Inc (RHMC) noted that its individual member's source services such as maintenance, parts, restoration services and fuel through local businesses.¹³⁷ The Roadrunner Car Club Inc (RCC) also noted:

*Supporting the total Car/Car Club industry are a large numbers of specialised manufacturers/suppliers, covering the parts and services sectors required to keep these older cars on the road; not only vehicles that are over 30 years old but vehicles involved in historical displays or racing events. These businesses employ a lot of people and have a high involvement of employing like-minded younger staff as apprentices.*¹³⁸

¹³⁴ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 4.

¹³⁵ Public hearing transcript, Brisbane, 3 March 2020, p 10.

¹³⁶ Submission 22, p 10.

¹³⁷ Submission 5, p 2.

¹³⁸ Submission 7, p 6.

The Veteran Car Club of Australia (Queensland) Inc (VCCA(Q)) noted that it is difficult to estimate the contribution that the veteran vehicle restoration and operation makes to the Queensland economy advising:

As all of our vehicles are now more than 100 years old, very few parts are available on the shelf of automotive stockists or dealers. If a part is missing or damaged through use, in most cases it will have to be remanufactured according to original specification.

In some cases the owner will have the necessary skills to perform the task but in most cases we rely on businesses to do the work. Some of the skills needed will be regarded as lost trades, for example wheelwrights, coach builders, metal spinning, magneto winding etc. Other trades such as casting, machining and upholstery, with skills sympathetic to our needs, are usually available. There are also a number of businesses entirely devoted to restoration of historic vehicles.

Restoration work can cost many thousands of dollars often totalling to more than the finished vehicle is worth and that is not counting the value of the time the owner contributes.

Once the vehicle is restored and registered for use, the work continues with regular maintenance and sometimes repair. These vehicles have a need for daily attention to things like lubricants, coolants etc. most of which are specially formulated for them. Modern additives are often not compatible with these ancient vehicles.¹³⁹

The Queensland Historic Motoring Council Inc (QHMC) summarised the financial contribution of the historic motor vehicle community to include:

- the purchase of parts and accessories to maintain, restore and drive these vehicles
- engagement of motor vehicle repairers/restorers across a wide range of services in both general and specific trades and services including engine, mechanical, transmission, body and paint, upholstery, auto electrical, tyres, component restoration
- building or renting of sheds, garages or other premises to store or restore vehicles
- purchase or rental of car trailers and engagement of tow trucks¹⁴⁰

The Triumph Sports Owners Association (Queensland) Inc (TSOAQ) also identified that club members rely on specialist automotive mechanics to maintain their vehicles, including the purchase of parts and fluids, which contributes to both the local economy and government taxation revenue.¹⁴¹

HTAA advised that, in addition to attending events, its members are active in restoring their individual vehicles, which involves considerable time and effort, and has a direct benefit on the following:

- *Fuel*
- *Tyres*
- *Parts*
- *Mechanical repairs*
- *Auto electrical repairs*
- *Auto trimmers and upholsterers*
- *Panel beating and spray painting*

¹³⁹ Submission 26, p 2.

¹⁴⁰ Submission 30, p 5-6.

¹⁴¹ Submission 14, p 1.

- *Instrument fitters/repairers*
- *Accommodation*
- *Vendors food and others*¹⁴²

HTAA also advised that it provides display vehicles for various businesses when they hold events such as trade days and pallet sale days.¹⁴³

The Central Queensland Chevrolet Club Inc (CQCC) agreed, advising that motoring precincts:

*... support a large number of small businesses which include engine rebuilders, chassis shop's, auto electricians, body and paint shop's, upholstery etc. bringing in people, jobs and skills to these areas while providing an economic boost to the area.*¹⁴⁴

BSCC identified, in addition to the direct costs discussed in section 4.2.1, indirect costs related to rallying events including fuel and other services such as trailer hire, tyre costs etc. BSCC advised:

*Given that the cost of building a rally car can range from \$40,000 to \$150,000 and annual maintenance and repair bills can be up to \$30,000 per car, the economic input to specialised and other businesses is significant. The cost of special rally tyres from companies such as Pirelli, Dunlop and Michelin can range from \$300 to \$500 each and depending on road surface and the engine output of the rally car, a team may use up to 6 tyres per event. Fuel costs vary for 98 RON and E85 petrol and the fuel usage rates for non-turbo and turbo cars. However, many rally cars would use between 60 and 100 litres on a State event.*¹⁴⁵

The Vintage Chevrolet Association of Queensland (VCAQ) also noted:

*The owners of Historic vehicles in Qld invest a vast amount of money restoring and upgrading their vehicles. Where possible this money is spent within Qld utilising a variety of tradespeople in the process with such skills as paint and panel work, mechanical/engine rebuilding, upholstery, tyre fitting, instrument refurbishment and electroplating. Consequently Historic vehicle owners are contributing to & helping sustain a number of different industries and trades within our State.*¹⁴⁶

The Gold Coast MG Car Club Inc (GCMGCC) advised that historic vehicles are:

*... expensive to maintain and as such skilled mechanics benefit from the building and servicing of these cars. Not only does this benefit the motor trades financially but the skills required in building these cars is higher than normal vehicle maintenance enhancing the skills of Queensland's workforce. There are multiple businesses specialising in the preparation and maintenance of vehicles that compete in basic club level to high level circuit and tarmac rally competition. There are numerous small family run businesses employing 5 to 7 people with advanced trade skills on the Gold Coast.*¹⁴⁷

¹⁴² Submission 25, p 2.

¹⁴³ Submission 25, p 2.

¹⁴⁴ Submission 61, p 1.

¹⁴⁵ Submission 37, p 3.

¹⁴⁶ Submission 18, p 3.

¹⁴⁷ Submission 19, p 2.

Submitter David James advised:

By carrying out repairs, renovation and restoration here in Queensland historic motor vehicle operators are encouraging the creation and sustainment of jobs for up-and-coming Queensland tradespeople therefore I look to the government to pull its weight by facilitating apprenticeships linked to historic vehicles. And we are talking mechanical and related trades, automotive electrical, engine reconditioning, upholstery, automotive glazing, panel and paint, chrome plating; and list goes on.¹⁴⁸

4.2.2.2 Motorcycling clubs, events and facilities

Queensland Moto Park (QMP) advised:

The Industry behind Off Road Motorcycling is enormous, generating around \$400M per annum in Queensland from the dealer network that employs upward of 1000 people in mostly high-tech jobs. Wholesale companies, specialist engine and suspension businesses and aftermarket accessories outlets are numerous and also employ significant numbers of staff in their operations.¹⁴⁹

The FCAI 2016 Report noted:

Motorcycle sporting events at all levels inject significant money into the local economy. These range from off-road events in rural and regional Australia to the high profile international events at Phillip Island in Victoria.

...

Beyond the high profile events, so called “grass roots” motorcycle sport is taking place most weekends. These events can attract large numbers of competitors, and associated attendees such as family and friends. Events such as Junior Motocross, Enduro events, local and State Motocross and road racing, and Trail Park rides all have large followings of competitors, and bring people to a specific location. Other events such as organised trail and adventure bike rides and tours can cover large distances but also bring flow-on economic benefit to the areas and townships through which they pass.¹⁵⁰

4.2.2.3 Karting clubs, events and facilities

Karting Queensland advised its events indirectly contribute to local industry and support local communities. Karting Queensland advised:

The Karting community is a mobile community. The State is split into 3 zones being Southern, Central and Northern. Within each zone participants will often travel between clubs to race usually spending at least one or 2 nights away from home.¹⁵¹

In addition, Karting Queensland identified support services that have been built up around karting as a further economic benefit:

As an example, I am in Gladstone and there are four kart shops that operate just in this facility and 12 Karting Australia tracks in Queensland. Each of those has those support businesses if we are looking at the economic benefits to the state.¹⁵²

¹⁴⁸ Submission 20, p 1.

¹⁴⁹ Submission 51, p 1.

¹⁵⁰ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 10.

¹⁵¹ Submission 46, p 1.

¹⁵² Public hearing transcript, Brisbane, 18 May 2020, p 2.

4.2.2.4 Superkart clubs, events and facilities

QSC advised:

Our racing is what is commonly termed as long-track racing. As such, we compete on circuits such as Phillip Island, Eastern Creek, Tailem Bend, Winton, and in Queensland at Morgan Park, Queensland Raceway and Lakeside Park. Each state in Australia has at least one high-quality venue. Victoria has three, with Phillip Island, Sandown Park and Winton; South Australia has Tailem Bend; New South Wales has Eastern Creek; Western Australia has Wanneroo; and Northern Territory has Hidden Valley.¹⁵³

In relation to the economic contribution of motor sport, QSC advised:

All motorsport categories, including ourselves, rely on any number of outside entities to keep our machines mechanically sound, improving and looking good. As such we make use of engineering works, metal suppliers, composite material manufacturers, chrome plating businesses and any other range of affiliated industries. By building motorsport in Queensland there will be a corresponding increase in affiliated industries.¹⁵⁴

4.2.2.5 Speedway clubs, events and facilities

Speedway Australia advised the committee:

The economic and social benefits of investment in this industry provide a multiplier effect that far outweighs the number of participants due to the sheer dollar value of the activities undertaken.¹⁵⁵

Speedway Australia explained:

When a child gets involved in speedway and the family spends \$16,000 on their vehicle, that is a massive contribution to the economy, versus one kid getting involved in footy who buys a \$50 pair of boots and pays a club membership. Multiply that by 100 kids spending \$16,000 and it just goes on and on and on. We would love to have the venues to be able to do that kind of thing, but as a sport at the moment we have to self-fund. We have been happy to do that, but if you guys can see the benefits to society from getting involved then everybody is going to win.¹⁵⁶

4.3 Facility development

4.3.1 Street based racing events

Queensland currently hosts two high profile street based racing events each year on the Gold Coast and in Townsville. In August 2019, the then Minister for Innovation and Tourism Industry Development and Minister for the Commonwealth Games, Kate Jones MP, announced a new five-year deal to keep the V8 Supercars on the Gold Coast until 2025, including upgrading lighting to enable night racing.¹⁵⁷

¹⁵³ Public hearing transcript, Brisbane, 18 May 2020, p 1.

¹⁵⁴ Submission 45, p 1.

¹⁵⁵ Public hearing transcript, Brisbane, 16 March 2020, p 6.

¹⁵⁶ Public hearing transcript, Brisbane, 16 March 2020, p 9.

¹⁵⁷ Queensland Government, Media Statements, Night race drives new dawn for Supercars on the Gold Coast, 28 August 2019, <https://statements.qld.gov.au/statements/88220>.

The Minister stated:

*... economic modelling shows this would boost revenue by more than \$25 million – cash that will go straight back to local businesses and support local jobs.*¹⁵⁸

The then Assistant Tourism Industry Development Minister, Meaghan Scanlon MP, stated that the 2018 event ‘generated more than \$55 million for the Coast’.¹⁵⁹

In relation to the Townsville 400 event, the then Minister for Innovation and Tourism Industry Development and Minister for the Commonwealth Games stated that the 2017 event ‘pumped \$34.8 million into the local economy and attracted thousands of visitors to Townsville with more than 130,000 visitor’s nights, up from 122,000 in 2016’.¹⁶⁰

However, RACERS questioned whether government spending on street based racing events is an effective investment, stating:

The government focus on high line street events has been at the cost of servicing the community at large. The amount of money that has been spent constructing and removing street events for the Gold Coast and Townsville would have built facilities that would have ranked with the world’s best and been a permanent and obviously a better drawcard than concrete blocks kept in storage for 360 days per year.

Who has not heard of a small city in Indiana called Indianapolis? Or a small village in Northampton called Silverstone? Or an even smaller village in Germany called Nürburg?

The point is that these types of facilities bring constant economic year round benefit to these regions - not just a 3 day splash.

*Those facilities spend over 300 days a year quietly generating millions of dollars per year in their regions by providing Motorised Recreational Activities (MRAs) to the masses of people that wish to enjoy speed - not make a living from it.*¹⁶¹

Motorsport Australia agreed, acknowledging that whilst street events are ‘a fantastic thing for events purposes’, they do not ‘leave a legacy’. Motorsport Australia advised:

*We need venues that are there 365 days a year. In fact, most are used for 363 days, with Easter and Christmas being the exception. You have to book a track about a year ahead to get on for a weekend. Weekend sport is big. There are lots of corporate drives going on. There is not a track in this country that is not making money, even if they are being run by small clubs, because the demand for venues far outstrips the supply.*¹⁶²

4.3.2 Existing facilities

The committee is aware that there are a number of other MRA facilities located throughout Queensland. This section of the report focuses on those facilities identified by stakeholders during the course of the committee’s inquiry.

¹⁵⁸ Queensland Government, Media Statements, *Night race drives new dawn for Supercars on the Gold Coast*, 28 August 2019, <https://statements.qld.gov.au/statements/88220>.

¹⁵⁹ Queensland Government, Media Statements, *Night race drives new dawn for Supercars on the Gold Coast*, 28 August 2019, <https://statements.qld.gov.au/statements/88220>.

¹⁶⁰ Queensland Government, Media Statements, *Townsville celebrates a decade of Supercars magic*, 13 April 2018, <https://statements.qld.gov.au/statements/84199>.

¹⁶¹ Submission 22, p 3.

¹⁶² Public hearing transcript, Brisbane, 3 March 2020, p 18.

4.3.2.1 *Motor racing facilities*

There are three major motor racing facilities located in SEQ: Queensland Raceway at Ipswich, Lakeside Park Raceway at Kurwongbah, and Morgan Park Raceway at Warwick.

Both Queensland Raceway and Lakeside Park Raceway are operated by Queensland Raceway Operations Pty Ltd. Both tracks operate under RACERS sanctioning.

Lakeside Park originally opened in 1961 as 'Lakeside International Raceway'. It is situated beside Lake Kurwongbah.¹⁶³ The facility closed in 2001 when the then owners went into receivership, and the track came under the control of the then Pine Rivers Shire Council who purchased the remainder of the land.¹⁶⁴ In December 2007, the former Pine Rivers Shire Council (now the Moreton Bay Regional Council) and Wrexmere Pty Ltd signed a 30-year lease with a 10-year option to operate the venue. The facility reopened in April 2008.¹⁶⁵

Queensland Raceway is located near Ipswich and opened in 1999, offering four different layouts. The track is nicknamed the 'Paperclip' because of its U-shaped layout.¹⁶⁶ The track is located within the Ipswich Motorsport Precinct (IMP), which also contains Willowbank Raceway, a kart track, a dirt circuit and a junior motorcycle speedway. The IMP shares the Amberley RAAF Base noise exclusion zone. The IMP is jointly owned by the Ipswich City Council (ICC) and the Queensland Government.

RACERS advised the committee that motor sport facilities generate 'a lot of community activities'. RACERS further advised:

Queensland Raceways can hold 70,000 people. It can run V8 Supercars but only on one weekend a year, satisfying only 30,000 people at best—once a year.

These days we can put 40,000 to 50,000 people on that track to do all sorts of activities, some of which are quite social and some of which are quite competitive. We run racing events all the way down to what we call happy laps. In happy laps, we encourage road drivers to come out and drive around a racetrack at 110km/h in a road-registered car to feel the freedom that they thought they were buying when they purchased the vehicle.¹⁶⁷

Morgan Park Raceway is located five kilometres south of Warwick and is owned and operated by the Warwick District Sporting Car Club Inc. The facility is a race circuit with five different layouts. The facility was first developed in 1968 with grading of the first motor racing circuit and the first race meeting held in March 1969. The track was further developed and extended during the 1990s and 2000s. The facility hosted the 'Queensland Motor Racing Championship' in 2006. Events at the circuit include 'WDSCC Southern Downs Challenge' and the 'Queensland Super Sprint Championships', and the historic motor racing festival, hosted by the HRCC.¹⁶⁸

¹⁶³ Queensland Raceway, 'Lakeside Park', <https://qldraceways.com.au/about/lakeside-park>.

¹⁶⁴ Queensland Government, 'Heritage lost – gone but not forgotten', https://web.archive.org/web/20090706044900/http://epa.qld.gov.au/cultural_heritage/heritage_places/heritage_lost_gone_but_not_forgotten/.

¹⁶⁵ Speedway and Road Race History, 'Brisbane (Qld)', <http://www.speedwayandroadracehistory.com/brisbane-lakeside-raceway.html>.

¹⁶⁶ Queensland Raceways, 'About', <https://qldraceways.com.au/about/queensland-raceway>.

¹⁶⁷ Public hearing transcript, Brisbane, 17 February 2020, p 12.

¹⁶⁸ Morgan Park Raceway, 'About', <https://www.morganparkraceway.com.au/morgan-park-raceway-circuit/>.

In relation to the economic benefit of events held at Morgan Park MG Car Club of Queensland Incorporated. The MG Car Club of Queensland Incorporated (MGCCQ) advised:

MGCCQ is one of three motor sport clubs which promote at least one Queensland Circuit Racing State Championship each year. These events are held at Morgan Park in Warwick. The cost to promote each race meeting is approximately \$50,000. This amount includes cost to hire the circuit and facilities, the Queensland Ambulance Service from Warwick to be on site, provide meals and drinks from local suppliers for approximately 55 volunteer officials who assist with the conduct of the meeting (administration, pre event safety vehicle inspection by scrutineers, fire and rescue, flag marshals) plus hire of equipment from specialist motor sport clubs. Approximately 120 to 160 drivers compete at each meeting with most drivers being assisted by volunteer 2 to 3 pit crew. Costs for a driver with pit crew could be approximately \$1000 which would for entry fee, motel accommodation, evening meals, fuel for tow vehicle and trailer and fuel for the competition vehicle.

The economic benefit to Warwick is the motel accommodation, evening meals, and fuels for tow vehicle and competition vehicle.¹⁶⁹

In relation to existing motor racing facilities in Queensland, the QEMSC observed:

It's interesting to note that of the five existing motor racing venues in Queensland, including Carnell Park at Stanthorpe, Morgan Park at Warwick and the Whitsunday Motor Sport Club at Proserpine, these three are all owned by clubs.

Furthermore, all have been privately funded and built by clubs, enthusiasts and volunteers.

The exceptions are Queensland Raceway at Ipswich which is owned by Queensland Government and Lakeside Motor Park, owned by Moreton Regional Council.

I note that Lakeside was originally built by a club also and it was constructed on private land and operated privately.

Both Queensland Raceway and Lakeside Park are now leased to the one operator, creating something of a monopoly.¹⁷⁰

HRCC advised the committee that it considers there are limited suitable motor racing circuits in SEQ:

... historic race cars require established sealed flat race circuits to perform. Currently there are only 4 permanent sealed race circuits within the SEQ region. Of these only 2 reside within the South-East Queensland region and are controlled by the one operator. These circuits are Queensland Raceway, Willowbank and Lakeside Park, Kurwongbah. The other two circuits are Morgan Park, Warwick and Carnell Raceway, Stanthorpe (Darling Downs Regional Plan area).

Two important points are noted from this situation: i) Ipswich and Kurwongbah require competition to be undertaken under an Australian Auto-Sport Alliance license which is in conflict with the HRCC CAMs affiliation and the CAMs motorsport license. This strictly limits how HRCC might involve themselves with these circuits. ii) Only Ipswich is a CAMs approved circuit, but is not that suited for historic race cars. Lakeside Park is more suitable for historic race cars, being undulating and has smaller straights, but is not a CAMs safety certified circuit.¹⁷¹

The issue of track sanctioning is considered further in section 3 of this report.

¹⁶⁹ Submission 39, p 3.

¹⁷⁰ Submission 29, p 4.

¹⁷¹ Submission 28, p 7.

4.3.2.2 *Multi-purpose facilities*

Carnell Raceway in Stanthorpe was developed in the late 1960s. The track was originally a clay based circuit approximately 800 metres in length and attracted a huge following of touring cars. The track remained relatively unchanged until the early 1990s when the circuit increased in length to 960 metres, had a 200m drag strip implemented into the main strip and the clay surface was replaced with asphalt. The track is limited to 20 days of operation a year for racing which is divided into five drag meets, three short circuit meets, two motor bike meetings and two Club Days.¹⁷² Carnell Raceway moved to become a RACERS sanctioned body in 2020.¹⁷³

QEMSC, which is a Brisbane based amateur club primarily involved in the promotion and racing of historic motorcycles and sidecar outfits, mostly competes at Carnell Park. However, QEMSC highlighted an issue with utilisation of this facility:

The issue for us conducting race meetings at Stanthorpe is that for Brisbane based competitors, it requires a three hour drive.

Whilst we would like to hold our race meetings at closer tracks, Morgan Park in Warwick, Queensland Raceway at Ipswich and Lakeside Motor Park at Dakabin, the cost to hire those venues makes it financially unviable for an amateur club to do so.

Furthermore, those tracks mostly enjoy full utilization and it is therefore very difficult to obtain dates for us to hold events at those locations.¹⁷⁴

The Northern Motoring Club Inc (NMC) suggested that including historic vehicle clubs in major events with sporting events would entice local tourists, as well as those from interstate and overseas, to attend.¹⁷⁵

The committee heard that Morgan Park, discussed in section 4.3.2.1, hosts a range of sports clubs and organisations including equine events including equestrian trials, polocrosse and equine driving.¹⁷⁶ QEMSC also suggested that any new facilities could be multi-use incorporating ‘playing ovals to be used to host a variety of sports, including all forms of football, cricket, tennis, net ball, basketball etc’.¹⁷⁷

4.3.2.3 *Speedway facilities*

Speedway Australia advised:

Queensland is host to 16 Speedway Australia venues, with the Brisbane track at Archerfield having the largest competitor base in the country. Queensland tracks (Toowoomba, Maryborough, Kingaroy and Ayr) have won the “Most Improved Track of the Year” award for each of the last four years at the Australian Speedway Awards, which we host in Queensland every second year. And as of today we have 1,865 competitors residing in Queensland and 698 crew and officials.¹⁷⁸

In addition, Speedway Australia advised that planning is underway for new venues in Gladstone and Townsville.

¹⁷² Carnell Raceway, ‘About us’, <https://carnellraceway.com.au/about-us>.

¹⁷³ Carnell Raceway, ‘News’, <https://carnellraceway.com.au/news>.

¹⁷⁴ Submission 29, pp 1-2.

¹⁷⁵ Submission 18, p 4.

¹⁷⁶ Southern Queensland Country, ‘Morgan Park’, <https://www.southernqueenslandcountry.com.au/destinations/warwick/attractions/morgan-park>.

¹⁷⁷ Submission 29, p 7.

¹⁷⁸ Submission 42, p 1.

Archerfield Speedway is also known as Brisbane International Speedway and has been in its current location since 1978. The track is 400 metres, fully enclosed with surrounding concrete wall and six metre high safety catch fence.¹⁷⁹

With regard to the economic impact of the sport of speedway, Speedway Australia advised that in November 2019 it conducted an economic impact survey with 1,075 respondents. It advised that the results of the survey can be extrapolated to assist with the size of the speedway industry in Queensland:

Brisbane is home to over 400 competitors (a third more than Sydney) and the venue also runs 40 times a year. It would not be a stretch to state that speedway has an economic impact of \$300 million in the city alone and is a half a billion-dollar industry in Queensland each year.

With the average competitor spending \$16,000 on their vehicle and equipment, growth in motorsport participation leads to massive economic benefits for the community when compared to other sports that do not require such investment.¹⁸⁰

Other results from the survey include:

- Respondents attended an average of 12 speedway events per year
- Across the country, venues run an average of 9 meetings per year which indicates mobility by participants between tracks
- 73 per cent of respondents travelled out of their home state to attend speedway events¹⁸¹

Speedway Australia also advised that it:

... hosts its national forum and awards in Queensland every second year, due to the better weather in June. We did this at the request of the sport, as there is already a perception that QLD is the place to be for speedway at that time of year.

And,

Speedway is traditionally a summer sport, but four North Queensland tracks run during the winter months/dry season. They are far more likely to attract speedway tourists during the colder months in southern states and from New Zealand, so this is a definite opportunity.¹⁸²

4.3.2.4 Drag racing facilities

Willowbank Raceway is located within the IMP. It offers ‘a year-round program of drag racing entertainment for the whole family’. Major events include Top Fuel dragsters, the nitromethane-burning kings of the sport. Selected events will also offer nitro-burning Funny Cars. Other Australian championship professional categories to be seen at Willowbank include the supercharged sedans of Pro Slammer, Funny Cars and Dragsters in Pro Alcohol, carburetted sedans in Pro Stock, nitro-burning Top Bikes and Pro Bikes.¹⁸³ RACERS advised that the ‘first operations at Willowbank were in 1985’.¹⁸⁴

¹⁷⁹ Archerfield Speedway, ‘About’, https://www.facebook.com/archerfield.speedway/about/?ref=page_internal.

¹⁸⁰ Submission 42, p 2.

¹⁸¹ Submission 42, p 3.

¹⁸² Submission 42, p 3.

¹⁸³ Willowbank Raceway, ‘About’, <https://www.willowbankraceway.com.au/pages/?ParentPageID=5&PageID=10>.

¹⁸⁴ Public hearing transcript, Brisbane, 17 February 2020, p 13.

Willowbank Raceway announced in November 2015 that it was transferring all of its activities from ANDRA to IHRA sanctioning effective from 1 December 2015.¹⁸⁵

Motorsport Australia confirmed that:

*The largest drag racing venue in QLD, Willowbank Raceway, operates outside of the frameworks put in place by ANDRA and operate under a sanctioning body that the Willowbank Raceway Inc. Committee essentially put in place in Australia, the International Hotrod Association (IHRA). This facility no longer holds an ANDRA facility licence and has not done so since 2015, which has determined that events at the facility no longer form part of any recognised national or international championship for Drag Racing.*¹⁸⁶

4.3.2.5 Karting facilities

Kingston Park Raceway (KPR) advised that its go-kart facility was built in 1997 and is 'Australia's number One Go Karting attraction', contributing \$3,000,000 into the Logan economy.¹⁸⁷ KPR advised that under normal operations, they have three tracks, 70 karts and employ 33 people.¹⁸⁸

KPR advised that go-karting has a wide appeal, transcending different demographics and different ages. KPR identified that many national and international motor sport champions started their careers in go-karts.¹⁸⁹

KPR advised:

*Recreational karters also deal with tourism and the motorsport industry. Go-karting fits nicely and dovetails into all of those activities.*¹⁹⁰

4.3.2.6 Motorcycling facilities

QMP advised the committee:

*Off Road Motorcycling in all its forms is a very popular outdoor physical activity that is largely overlooked by government bodies, including local authorities, even though this popular recreation provides enormous economic and social benefits to both the community in general and to local and state Governments. The Federal Government also benefits through the taxes collected from the industry. The Australian Motorcycle Dealer network alone is estimated to turn over \$5B per annum.*¹⁹¹

The Queensland Outdoor Recreation Federation (QORF) undertook three separate studies (1997, 2001, 2007) surveying sample populations of Queenslanders in relation to their participation in a range of activities, their preferred recreation settings and the characteristics of these settings. The results were collated, analysed and used to inform the *South East Queensland Outdoor Recreation Demand Studies*.¹⁹² The MRAs included in the study were driving two wheeled drive vehicles, driving four wheeled drive vehicles, driving other vehicles and riding on motorised watercraft.

¹⁸⁵ Willowbank Raceway, 'News', <https://www.willowbankraceway.com.au/news/detail.aspx?ArticleID=522>.

¹⁸⁶ Submission 38, pp 7-8.

¹⁸⁷ Submission 58, p 1.

¹⁸⁸ Public hearing transcript, Brisbane, 18 May 2020, p 3.

¹⁸⁹ Public hearing transcript, Brisbane, 18 May 2020, p 3.

¹⁹⁰ Public hearing transcript, Brisbane, 18 May 2020, p 3.

¹⁹¹ Submission 51, p 1.

¹⁹² Queensland Outdoor Recreation Federation, 'Outdoor Recreation Demand Studies', <https://qorf.org.au/industry/research-master/surveys/outdoor-recreation-demand-studies/>.

QMP cited the results of the 2007 QORF survey results and noted:

At the time the study was undertaken, there were several motocross tracks in the south east corner of Queensland. Since 2008, many of these tracks have disappeared and those remaining are under pressure from local authorities to relocate or close. This pressure is often the result of encroaching urban development. Queensland Moto Park was established in direct response to an outcome of the study together with a recommendation from findings of a CMC study.¹⁹³

QMP is located a Wyaralong between Beaudesert and Boonah. It provides the following motorcycling facilities:

- Four senior motorcross (MX) tracks, 3 Junior MX tracks (including a PeeWee track).
- Freestyle motorcross (FMX) Compound.
- Supercross Track.
- 50 to 60 kms of endurance trails, junior, easy, short, medium and hard.
- A trials course.
- An enduro X training area.¹⁹⁴

The facility is located on land owned by the Queensland Government and the park infrastructure was paid for by the Queensland Government, the South-East Queensland Council of Mayors and MQ. MQ is the operator of the park.¹⁹⁵

QMP advised that the facility cost approximately \$2.3 million, of which \$1.8 million was for the access road. The facility hosts between 20,000 and 30,000 riders and their families per year, employs four permanent and 10 casual staff, injects \$300,000 into the local economy for goods and services annually and visitors inject approximately \$1 million into the economy on fuel and food.¹⁹⁶

In regard to the existing facilities at QMP, QMP advised:

Funding avenues and opportunities to undertake upgrades of the remaining facilities appear to be non-existent. Amenities at these existing venues therefore remain in sub-standard condition and aging infrastructure is unable to be adequately maintained by the volunteer organisations who manage these facilities on behalf of their local communities.¹⁹⁷

4.3.2.7 Club facilities

MGCCQ advised that it owns and operates a hillclimb circuit at Mount Cotton 'on land the club purchased in 1964'. MGCCQ advised that 'club members designed the track layout, built the bitumen sealed track' and 'members continue to regularly run events maintain the track and facilities, all on a volunteer's basis'.¹⁹⁸

¹⁹³ Submission 51, p 1.

¹⁹⁴ Queensland Moto Park, 'About Us', <http://qldmotopark.com.au/About-Us/FAQs>.

¹⁹⁵ Queensland Moto Park, 'About Us', <http://qldmotopark.com.au/About-Us/FAQs>.

¹⁹⁶ Submission 51, p 2.

¹⁹⁷ Submission 51, p1.

¹⁹⁸ Submission 39, p 2.

MGCCQ identified the following benefits of this facility:

At all club hillclimbs spectators can attend without payment of an admission fee. This approach is to encourage families to attend for an inexpensive day's entertainment. This allows members of the public to inspect the various vehicles, talk to the drivers, seek advice from any specialist such as camshaft manufacture, vehicle preparation, engine management electronics or vehicle suspension.

The economic benefit goes back to the local community by assistance to the family budget of the spectator through no admission fee, engaging medical personnel to be present at each meeting, purchase of supplies from local businesses for food for volunteer officials and others. Ongoing purchases from local businesses include fuel for equipment used at the circuit, materials for repair maintenance and upkeep of the facility plus care for the land. Usual costs for each club meeting are approximately \$3500. Mount Cotton has a multi-use, for when no motorsport activity is scheduled as the property is registered as Land For Wildlife with the Redlands City Council, it is a true wildlife sanctuary.¹⁹⁹

4.3.3 Temporary facilities

Archerfield Speedway commented on temporary events being held in places including the Mt Gravatt Showgrounds. Archerfield Speedway, advised:

We run typically two to three monster truck events, fireworks, novelty events. What we have found is having an impact on that is that the showgrounds are being able to run these events as well. I do not know if you recall two years ago what happened at Mount Gravatt Showgrounds. We actually banned those cars from the speedway because they were dangerous with their tubing and that sort of thing. They are quite solid cars. By them being able to go to these places that are not safe—they do not have the concrete barriers in place like we have—it is kind of making a joke of our actual speedways.²⁰⁰

Speedway Australia also commented on this issue advising:

Take the Mount Gravatt venue as a classic example. There are 16 venues around the state that are built to hold those kinds of vehicles, to keep the public well back and so on. Then you have other forms of motorsport that are unregulated, like lawnmower racing and those kind of things. If you look at YouTube and have a look at some of the crashes, for example, you might think twice about it. There are plenty of opportunities to protect people from themselves, to some extent. That is where you as parliamentarians, in your duty of care to the state, can look at this kind of thing and decide whether that is acceptable or whether there needs to be some sort of barriers or boundaries for people to fall in between when they are trying to do these things.²⁰¹

Archerfield Speedway suggested that there is a need for legislation for these type of events to ensure that similar safety rules and regulations apply to temporary events as are applied in registered venues.²⁰²

¹⁹⁹ Submission 39, p 3.

²⁰⁰ Public hearing transcript, Brisbane, 16 March 2020, p 8.

²⁰¹ Public hearing transcript, Brisbane, 16 March 2020, p 8.

²⁰² Public hearing transcript, Brisbane, 16 March 2020, p 8.

The committee sought additional information from DTMR regarding how safety processes are assessed and managed when events are held at temporary venues, such as showgrounds. In response, the department advised:

Understandably, information about the management of individual council operated or owned facilities, such as showgrounds, may differ depending on the venue and the local government involved.

From a State Government perspective, when a public event is planned to be conducted in an QPS Officer in Charge's area of responsibility, an assessment should be conducted to determine what, if any, policing response is required. Further guidance can be found in section 1.5.5 of the Queensland Police Service (QPS) Operational Procedures Manual.

QPS' Event Safe website allows event organisers to register their community fundraising events and small regional shows with police online. Registering an event with police provides police with the opportunity to supply organisers with some useful information and resources on planning and running an enjoyable, safe and lawful event. It also ensures that local police have vital information and contact details for the event and are better able to respond if issues do arise.

An event may also be a 'special event,' as defined by Part 5 of the Transport Operations (Road Use Management – Accreditation and Other Provisions) Regulation 2015. A special event is one which is wholly or generally of a public nature, uses or affects the operation of public roads, may require full or partial road closures or altered traffic conditions and involves some inconsistency with the usual operation of the Queensland Road Rules. To run a special event in Queensland, organisers must obtain written approval from the QPS and the public or private authorities responsible for the roads the event will use.

When issuing a special event permit, QPS in cooperation with TMR can place conditions on the event organisers. For example, with respect to a motor rally event, QPS and TMR may require the event organiser to ensure any or all the following conditions:

- the Queensland Ambulance Service and Queensland Fire and Emergency Services (QFES) are notified of the event, and ensure a certain number of paramedics are on site at all times;*
- compliance with relevant safety rules or standards set by their governing bodies;*
- appropriate signage and barricades for closed sections of roads;*
- changes to road conditions are advertised prior to the event;*
- a risk management plan is in place detailing all safety procedures.*

QPS may also support the holding of major events as defined under the Major Events Act 2014 (Qld). For example, the QPS's involvement in motor racing events such as the Gold Coast 600 and Townsville 400 motor racing events is governed by the Act, with the event organiser responsible for race safety measures. QPS's involvement in these events is limited to traffic management and public order.

At temporary venues, QFES engages with event organisers to conduct inspections on temporary structures, including grandstands, pit buildings and corporate areas, to ensure that they comply with the Building Fire Safety Regulation 2008. As discussed above, QFES does not have legislative authority to manage 'on track' safety aspects of motor racing events.²⁰³

²⁰³ Department of Transport and Main Roads, correspondence dated 3 July 2020, pp 6-7.

4.3.4 Future options

4.3.4.1 New facilities

Motorsport Australia advised the committee that the auto mall expected to be constructed near Brisbane Airport will incorporate a 'performance track registered and recognised by the FIA and Motorsport Australia.'²⁰⁴

The Mustang Owners Club Queensland (MOCQ) suggested that there is need for a dedicated venue that could be used by all clubs for displaying vehicles. These displays could cover 'restoration, modifications, details on fitting electric motor and batteries without changing the integrity' of the vehicle.²⁰⁵ MOCQ also suggested that there was a need for meeting facilities for clubs.²⁰⁶

QEMSC advised that more affordable tracks in Queensland are necessary.²⁰⁷ In this regard QEMSC advocated for the development of a permanent facility in the Gold Coast region, advising:

It is doubtful that any detrimental effect to the economy would occur. Rather, it is suggested that it would increase attendance and consequently spending, due to accessibility.

If world class facilities did exist in Queensland, then major motor racing events for example, Formula One and Moto GP might be attracted here.

*The resultant increase in tourism would be enormous and that alone, would justify their construction.*²⁰⁸

However, QEMSC noted:

Unfortunately, even if state or local government were to fund the construction of modern, world class motor sport venues, a return on the capital invested would likely be sought and therefore the cost of hiring the tracks by amateur clubs would be prohibitive.

There have been a number of attempts by private individuals and consortiums to build new race tracks in Queensland in the last ten years.

None of which were successful due to a variety of reasons including, availability of suitable land, environmental concerns regarding noise and pollution, frustrating local council requirements and restrictions and simply, lack of funds.

*However, the will and need exists, all that is required is funding and support from State Government.*²⁰⁹

QEMSC suggested that consideration be given to the government funding the construction of a number of small, low cost venues or alternatively providing low cost government loans to private operators or clubs to enable the construction of these venues. QEMSC advised:

At least one track should be located close to Brisbane, possibly at the Boonah facility or the North Coast or South Coast and one in Central Queensland.

It is also suggested that a regulatory body or department be established to oversee the construction, maintenance, operation and supervision of government owned motor racing facilities in Queensland.

²⁰⁴ Public hearing transcript, Brisbane, 3 March 2020, p 13.

²⁰⁵ Submission 11, p 1.

²⁰⁶ Submission 11, p 1.

²⁰⁷ Public hearing transcript, Brisbane, 18 May 2020, p 8.

²⁰⁸ Submission 29, pp 3-4.

²⁰⁹ Submission 29, p 5.

Of course in order that government receive a return on any proposed investment, the facilities could be leased to private operators.²¹⁰

QEMSC also suggested that these facilities could also be used for driver training:

Having motor racing facilities located strategically throughout the state would present the opportunity for teenagers to become proficient in a safe driving environment and in turn, reduce the road toll considerably.

An additional benefit of racing circuits is that they afford the availability for driver training for police and emergency services.²¹¹

HRCC advised the committee:

While considerable success has already been achieved by the HRCC if the right opportunities and support were presented within a suitable and stable operating environment, historic racing could be a larger tourist and participant attraction.²¹²

HRCC supported developing additional facilities:

While recognising there is always going to be conflict with placing a motorsport complex in any urban or peri-urban area it is desirable to have a suitable motorsport complex, located near or close to a large metropolitan area. It should be operated in the interests of participating amateur motorsport organisations for and by such organisations, providing a cost effective and a consistent approach to what can offered. Morgan Park sports facility at Warwick demonstrates how a horse and motorsport venue can benefit a regional community through visitors and the flow on of spending that occurs in the community.²¹³

Whilst acknowledging that government does not have a 'bottomless money pit', HRCC stressed the need to develop additional facilities:

We would like to see a definitive community facility established for motorsport. By 'community facility', I mean a facility where people might ride bikes in the morning on it, where they might jog around it or where they might have their drone exhibitions on in the evening. It is a controlled facility that is run by those people who use it so that we are keeping our costs right down. We believe that is a very good way to go about doing it.²¹⁴

HRCC advised there is need for more collaboration between all levels of government and provided the following example:

I point to the example of the Southern Downs Regional Council with Warwick. They have hailed Warwick as the home of horsepower. This is great because when we think of horsepower, we think of cars, but in the one facility at Morgan Park which, off the top of my head, is about 300 to 400 acres, it has equestrian, polo, show jumping, a drag strip, a racing facility. It is possible to combine these community facilities together rather than having them individually scattered everywhere, meaning more expenses.²¹⁵

²¹⁰ Submission 29, p 6.

²¹¹ Submission 29, p 8.

²¹² Submission 28, p 8.

²¹³ Submission 28, p 8.

²¹⁴ Public hearing transcript, Brisbane, 3 March 2020, p 4.

²¹⁵ Public hearing transcript, Brisbane, 3 March 2020, p 4.

HRCC advised that it is:

... of the opinion what is needed is to establish and develop a base of suitable and adequate infrastructure for motorsport, where motorsport clubs will be directly consulted and involved in the running of complexes and supported through established and recognised procedures by State and Local Government's operational departments and elected representatives. This action should be completed via an overall State Motorsport Development Plan, which is completed in consultation with relevant organisations and periodically revised, is ongoing for a defined period and incorporated into State wide and Regional strategic plans. However, caution must also be observed and ensure Governmental bureaucracy does not suffocate the sport it is attempting to assist.²¹⁶

In supporting the development of any MRAs and motor sport complexes, HRCC identified the following characteristics that should be included:

- (i) be part of an overall motor recreational development plan that is inclusive of the State and regional strategic plans,*
- (ii) be a viable commercial support centre, that employs persons for Research and Development, fabrication, sales of motorsport equipment and apparel, repairs, training facilities to enable apprenticeships and extends through to include employees of the sport and hospitality industry, and allied professions such as photography, yet provides for sustainable outcomes for the motor industry as a whole,*
- (iii) in light of the comments in point ii) above, any complex could be aligned and include the tertiary sector,*
- (iv) have enough space (land area) to develop as an entertainment destination offering a variety of entertainment forms, within close proximity to a metropolitan centre to enable easy and suitable access for spectators and competitors, and*
- (v) have support Infrastructure in the form of venue access for all involved parties and a defined and recognised base of Government support at all levels. This support must extend to all facets of the industry, including sustainable outcomes for the industry and community.²¹⁷*

HRCC stated:

... to achieve success in motorsport, there is a direct correlation between the adequacy of a facility (complex) where motorsport occurs and the ability to grow the sport to achieve better economic, social and environmental outcomes. Thus, the better the facility (including land area) and the more strategic the location, the more beneficial the outcome will be. Currently within motorsport in the South-east Queensland Region there are severe limitations with regard to a suitable all-round motorsport, industrial and training facility, which in turn is restricting the growth of motorsport as a recreational activity and its allied support industries.²¹⁸

However, RACERS did not support the call by some stakeholders to develop additional facilities, advising:

Race tracks are expensive to maintain they cannot be made viable if the yield per track minute falls below a certain level. In other words; 3,000 laps on two occasions per month works, but 100 laps per day will not.²¹⁹

²¹⁶ Submission 28, p 9.

²¹⁷ Submission 28, pp 8-9.

²¹⁸ Submission 28, p 12.

²¹⁹ Submission 22, p 14.

In relation to the development of additional MRA venues, RACERS advised:

*Without the development of the events and products that need them, and those activities being able to generate enough revenues to support their outgoings, the simple answer is; we do not need any more of them.*²²⁰

QEMSC commented on development proposals that have not eventuated. QEMSC advised:

*Unfortunately, to build racetracks is an expensive thing to do. If a private entrepreneur were to build one—and we have seen many instances in Queensland in recent times. People talked about it on the Gold Coast and Beenleigh et cetera. It never comes to fruition because it is horrendously expensive. There are also the environmental hurdles they have to jump over. If they were to succeed in building a track then it would simply be unaffordable for us amateur road racers because they need a substantial return on their investment.*²²¹

HRCC also noted that planned upgrades and promised facilities have not proceeded, advising:

*In 2016 the Ipswich City Council proposed an estimated \$220 million upgrade of Queensland Raceway which included track and motorsport commercial precinct. This outcome did not eventuate.*²²²

4.3.4.2 DriveIT NQ

DriveIT NQ Limited (DriveIT NQ) provided an extensive submission regarding its proposal to establish a multi-purpose motor sports precinct on 306 hectares of ‘unallocated crown land to the west of Shaw Rd Bohle’ near Townsville.²²³

DriveIT NQ advised that it has:

... secured tenure on 306HA of suitable land 42km from the Townsville CBD, received development approval, and has 50% of the required funding to develop a motorsport and driver education complex, which has been provided by the Federal Government.

...

*The Queensland Government has committed to upgrading surrounding road infrastructure, which will service the DriveIT precinct as well as the Lansdown Industrial Precinct, however there is a need for balance of the funding, being \$12M, to be provided as well.*²²⁴

DriveIT NQ identified the need and benefits of the proposal to be:

Townsville has been largely without a dedicated motorsport complex since the closure of the Townsville Dragway in 2012 (for the land to be used for residential housing) and the closure of the Townsville Speedway in 2007. The Drive IT NQ precinct will address this need to support driver education and motorsport in Townsville, generating significant economic and community benefits, including:

- *Reduced incentive for illegal and dangerous street racing and dragging (through the provision of a high quality, regulated and supervised precinct for motorsport activities).*
- *Expanded driver education activities, with the potential for positive road safety impacts for the broader Townsville community.*

²²⁰ Submission 22, p 15.

²²¹ Public hearing transcript, Brisbane, 18 May 2020, p 8.

²²² Submission 28, p 7.

²²³ Submission 43, p 1.

²²⁴ Submission 43, p 2.

- *Enhancing Townsville's profile as a motorsport events destination, building on the success of the annual Townsville V8 Supercars (which draws crowds of around 150,000 over three days) and contributes a significant amount to the local economy.*
- *Expansion of the tourism and events profile of the Townsville region generally.*
- *Increased sporting, recreation and entertainment options, and amenity for residents.*
- *Support for the local construction industry and employment opportunities during precinct development, as well as ongoing employment and supply chain benefits through operational activities of the facility and tourism operators.*²²⁵

DriveIT NQ is seeking government funding of \$12 million to enable development of the facility which to date has not been forthcoming. DriveIT NQ advised:

While we have achieved bi-partisan political support for our project verbally, it remains a challenge to get the rest of the funds needed to complete the precinct. It appears to us, that infrastructure funding is skewed towards other sport and recreational activities, especially ball sports and athletics. There appears to be little understanding, at a government level, of the team nature of motorsport and the athleticism required to perform well in most disciplines.

We see that our precinct covers several portfolios: sport and recreation, transportation, and tourism. Getting these different portfolios, at a state level, to work together has been impossible for us.

...

*Projects such as ours are only successful if there is political will. To date we have not been successful at a state government level in achieving enough political will to get us across the line.*²²⁶

The funding of this facility was supported by both the Member for Hinchinbrook, Nick Dametto MP, and the Member for Thurwingowa, Aaron Harper MP.²²⁷

QEMSC also welcomed the development of the track 'currently being constructed near Woodstock, via Townsville'. QEMSC noted:

My understanding is that funds have been granted from both state and federal government for the building of the facility but that further funding is required for completion.

It is hoped that the venue will be open and operating in late 2020.

*It is important to realize, that the inconvenience to residents, traffic and local business from the utilization of the street circuit in Townsville, will be eliminated, once permanent facilities are available.*²²⁸

4.3.4.3 Upgrading of existing facilities

Rather than developing new facilities, a number of stakeholders suggested that funding should be put into upgrading existing facilities.

²²⁵ Submission 43, p 3.

²²⁶ Submission 43, p 6.

²²⁷ Submission 40, p 1 and submission 56, p 2.

²²⁸ Submission 29, p 3.

The Emerald Motorsport Association Inc (EMA) advised:

The Emerald Driver Training and Motorsport Complex was constructed here in 2010, although it has only ever had stage one completed and only used for kart racing. We are in consultation with CHRC and Emerald Karting Club regarding Single Release Bitumen Sprints on the existing track. We have had the Emerald Motorsport Complex kart track assessed for timed sprints in cars and are working through the safety requirements to make this happen. We have had event expressions of interest from a variety of Motorsport clubs from Townsville through to Wide Bay.

One of our next projects is to seal a carpark which is currently used for spectator parking for the kart track. EMA hope to seal approx 100m x 100m area which will see EMA will provide infrastructural contribution to the existing 'Emerald Motorsport Complex' as well as providing an area that could be used for Bitumen Motorkhana, Drifting and possible Q-Ride style training.²²⁹

Central West 4x4 Inc (CW4x4) advised:

Out in Emerald we have a driver training track that was federally funded. It included a professionally built four-wheel drive track which has not been used for several years. We are currently arguing with the council to allow us to reopen it and use it as a driver training track.²³⁰

QEMSC suggested that there is an opportunity for expansion of the QMP to include a road race circuit 'relatively inexpensively and quickly'. QEMSC advised:

Substantial infrastructure is in place and importantly, due to size and location, there is little likelihood of complaints regarding noise.²³¹

QSC noted that the superkarts require a smooth surface and noted that as Willowbank and Morgan Park are becoming rougher, users have difficulty in achieving lap records.²³²

The committee sought additional information from AIMSS regarding the relationship between track safety, suitability and affordability. AIMSS advised:

Motor sport venues are, by their nature, expensive to build, particularly racing circuits. However, if the correct circuit designers are engaged and the appropriate budgets are available, then minimal modifications should be required once the circuit is operational. If the circuit is built properly in the first place, ongoing safety upgrade costs can be kept to a minimum.

Unlike Europe and the Americas which have large, concentrated population bases and accordingly have similar large, concentrated motorsport competitor bases, Australia, and in particular Queensland, have to rely on only a few major motor sport events to derive significant venue revenue. A large number of activities and events that involve grassroots or amateur level competition complement the revenue stream but to nowhere near the extent of major events.

Lower level motorsport has an affordability issue, and this then reflects in a lack of ability to provide circuits and venues the level of revenue necessary to fund the highest and most modern standards in safety. This often results in compromises – some which are acceptable and some which are not.

Compromises on safety can however be assessed via use of a Targeted Risk Analysis. Motorsport will always involve risk; the important point is to manage that risk in an informed and researched manner.

²²⁹ Submission 24, p 1.

²³⁰ Public hearing transcript, Brisbane, 16 March 2020, p 21.

²³¹ Submission 29, p 4.

²³² Public hearing transcript, Brisbane, 18 May 2020, p 3.

*The alternative of course, is to attempt to design and build a circuit which requires safety to be compromised. The risk of doing that is unacceptable from a moral, legal and reputational perspective. It also ultimately results in higher ongoing costs. Appropriate capital investment upfront is always the best solution.*²³³

4.3.4.4 Retention of existing facilities

Some stakeholders identified that in some areas existing facilities were under threat. This issue is discussed further in section 10.

Archerfield Speedway advised that it is only ever on a one to two lease agreement with the current arrangement due to end at the 'end of next season'.²³⁴ Archerfield Speedway advised:

Our worry is that if speedway is taken away from Brisbane it will impact on all the country tracks, because generally the city track will help boost numbers to get to those country tracks.

...

*We need something long term, working with the government to make sure that speedway stays alive and continues. I do not think any private promoter would be able to afford the cost if you had to rebuild it or anything like that. We do not get any government funding to keep going the way we are going. We get a bit back from Speedway Australia through insurance grants. Apart from that, it is all private money that we have to come up with to fund it. We run on very bare, minimal costs. ... We cannot afford to spend a lot of money because we do not have the guarantee of continuity.*²³⁵

4.3.5 Committee comment – future options

4.3.5.1 New facilities

The committee is aware of a number of proposals to develop motor sport facilities, including facilities at Alberton and Norwell, which have not proceeded for various reasons. The committee agrees that there is a need to develop new facilities as well as protect existing facilities.

4.3.5.2 DriveIT NQ

Whilst the committee can certainly see potential benefits of the facility proposed by DriveIT NQ, it is not in a position to examine the merits or otherwise of a proposal to fund the facility. The committee therefore does not make a recommendation in relation to the proposal.

4.4 Major events

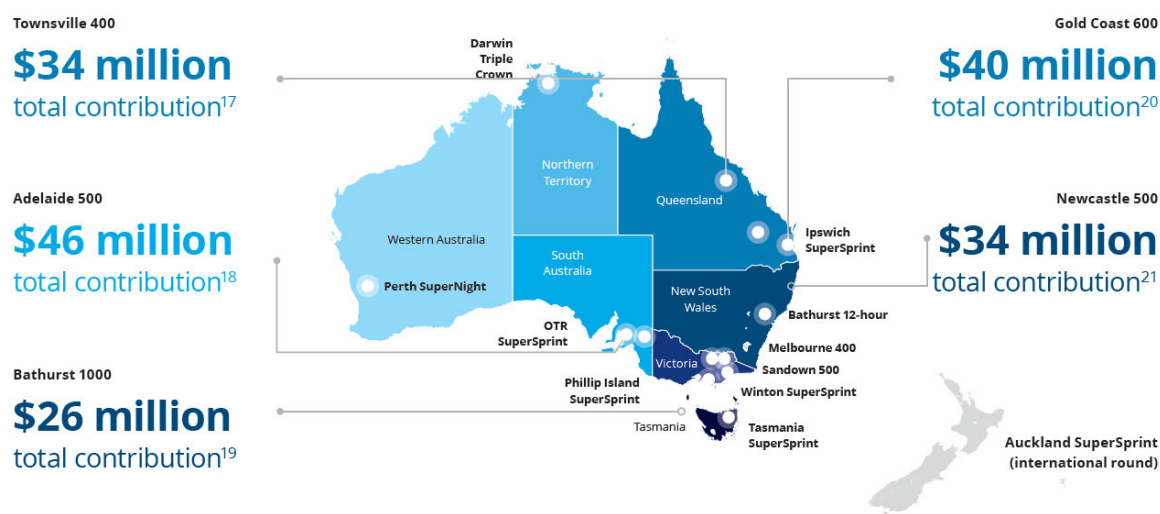
As discussed in section 4.1, governments, at all levels, provide significant support to major events, including V8 Supercars. The Deloitte Report quantifies the contribution made by major events and details the contribution made by the Virgin Australia Supercars Championship. The statistics in relation to the 2019 Championship are contained in figure 6.

²³³ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 1.

²³⁴ Public hearing transcript, Brisbane, 16 March 2020, p 8.

²³⁵ Public hearing transcript, Brisbane, 16 March 2020, p 8.

Figure 6: Contribution of Supercars Championship to the local tourism sector across Australia



Source: Deloitte Access Economics for Motorsport Australia, *Economic contribution of the Australian motorsport industry*, June 2020, p 42.

The Deloitte Report also identifies the outcomes from a number of major events across Australia. Stakeholders provided both positive and negative comments in relation to major street events.

DTMR advised:

DITID, through the Major Events Act 2014, also supports the holding of major sporting events in Queensland. This support, for example, provides for the safety of visitors and spectators at major events, allows visiting health practitioners to provide healthcare services for major events without becoming registered under State law, and protects the rights of event organisers and sponsors at major events and for related purposes. Motor recreational major events which are/have been regulated under the Act are the Vodafone Gold Coast 600 and the Watpac Townsville 400.²³⁶

QEMSC noted that the benefits to towns hosting motor racing events is ‘multiplied exponentially on the Gold Coast and at Townsville when the annual V8 Supercar events are held’.²³⁷ However, QEMSC observed:

The irony of this is, that despite the revenue produced each year, neither the Gold Coast nor Townsville, currently have a permanent, motor racing facility.

The expenditure on temporary infrastructure from just one of these annual events, could easily fund permanent and at the very least, club level, racing venues.²³⁸

Qld Motorsport Museum (QMM) also commented on the investment in V8 Supercars advising:

Tourism is an untapped market for MRA. The investment in Supercars (Gold Coast & Townsville – no longer Ipswich) does not reflect the true potential of Tourism over a sustained period - not just 4-day events. The injection of tourism dollars is not underestimated nor the job injection for the period leading up to the events. Imagine 365 days of tourism opportunity and the injection into the local economies if we look beyond these specific events.

²³⁶ Submission 48, p 4.

²³⁷ Submission 29, p 3.

²³⁸ Submission 29, p 3.

*Events such as Speed-on-Tweed is an example of an event that injected some \$4m into the local Murwillumbah economy and could be replicated in many centres around Queensland with the right support from the local communities and Government.*²³⁹

HRCC provided the following example of a major event:

*Our biggest event, and second only to the V8 Supercars in Queensland, is the HRCC's Historic Queensland meeting (Warwick). It is one the largest amateur car racing events held in Queensland and involves Queensland, interstate and overseas competitors.*²⁴⁰

HRCC further advised:

Historic motor racing is one of the fastest growing sectors of Australian motorsport. There are many historic themed racing events that take place across the country that showcase a diverse range of significant and famous race cars. While the majority of these cars are derived from Australian motorsport history, there is an ever-increasing number of cars being sourced from overseas that have racing credentials. Queensland is seeing this same growth in historic motorsport interest.

...

*Historic Motor Racing has great appeal to people who love to see, hear and appreciate the huge variety of classic cars and the action they produce. It offers an ideal segment of motorsport for those people interested in motor racing history, in particular Australian motor racing history, and also with a desire to recapture the more relaxed atmosphere of the days of amateur motorsport.*²⁴¹

However, HRCC noted:

*Experience has demonstrated that events have definitive life cycles and as such require constant evolution to keep competitors and spectators engaged and should involve the community and local commercial interests in as far as possible in all facets of the event.*²⁴²

4.5 Government financial contribution to industry

DTMR advised that the government offers a number of financial subsidies and support programs for MRAs and other forms of sport and recreation. This issue is discussed further in section 6.4.

²³⁹ Submission 34, p 4.

²⁴⁰ Submission 28, p 3.

²⁴¹ Submission 28, p 4.

²⁴² Submission 28, p 8.

5 Contribution and opportunities

Term of reference (b) states that the committee should consider:

The contribution of the industry to Queensland's tourism sector and opportunities to grow Queensland's share of the motor recreation tourism market.

DTMR advised:

The Queensland Government, through the Department of Innovation and Tourism Industry Development (DITID), recognises that individual motor recreation events such as motorised vehicle/cycle/boat racing events, historic car meets, etc. increase visitation and tourism at host destinations. However, in each case the size and type of event would affect the economic contribution making it challenging again to estimate a figure for the whole MRA industry.²⁴³

5.1 General club and enthusiasts' contribution

5.1.1.1 Peak motor vehicle bodies

QHMC is the peak representative body for historic motor vehicles in Queensland. QHMC advised that it has approximately 110 affiliated motor vehicle clubs hosting approximately 13,000 members and 22,000 vehicles. QHMC is affiliated with the Australian Historic Motoring Federation (AHMF) which is the peak Australian representative body for historic vehicles in Australia.²⁴⁴

QHMC identified:

Historic vehicle owners procure, collect, restore and maintain their vehicles at their own expense so that they may showcase these vehicles to the general public which in turn creates many benefits to the community in both financial and social contribution.²⁴⁵

5.1.1.2 Motor vehicle clubs

Submitter Peter Dever defined car enthusiasts as:

Car Enthusiasts come in all shapes and sizes, young and old, from different cultures, white collar, blue collar but with a common interest and passion for motor vehicles old and new.

...

Car enthusiast numbers have continued to grow over the last 50 years, with most older makes having a following that results in groups of "like minded" individuals getting together and forming a club or association to foster and encourage interest in that particular marque.²⁴⁶

Mr Dever advised:

The vast majority of car enthusiasts are responsible citizens who are take pride in their vehicle and would not use it in a manner to potentially put it in harm's way either on or off the road.

Car enthusiasts also spend lots of money. Vehicle restorations, re painting, re trimming and mechanical repairs are all part of being a car enthusiast. Local business' are the direct beneficiaries of this spending and it is hard to walk into a workshop in SE Qld and not see someone's project car in getting worked on.²⁴⁷

²⁴³ Submission 48, p 2.

²⁴⁴ Submission 30, p 3.

²⁴⁵ Submission 30, p 5.

²⁴⁶ Submission 15, p 1.

²⁴⁷ Submission 15, p 1.

Motorsport Australia advised that:

... affiliated car clubs in Queensland provide a wide range of services to the community in Queensland, both in metropolitan and regional locations. These services range from the ability for interested individuals to participate (either as a competitor or official) at CAMS sanctioned motorsport events to individuals joining a non-motorsport community, where likeminded people congregate and engage with each other over their love and appreciation for a chosen vehicle. This commonality can lead to sustained, diverse and repeated social interaction for the betterment of all the individuals involved and the car club.²⁴⁸

AIMSS advised that the network of car clubs throughout Queensland:

... provides a means for people with a common interest to gather together and to work together. Leadership and other skills are developed and promoted particularly in the organisation of motor sport events.²⁴⁹

VCAQ advised:

The many incorporated 'car clubs' registered in Qld play an important part of the economy of Old with tens of thousands of members spread throughout the state.

Club events bring members together from within individual clubs as well as members from other vehicle clubs and the general public. Many events are held outside of SEQ, with Club members visiting regional and drought ravaged areas, bringing much needed funds and friendship into various towns & cities throughout Old.²⁵⁰

TSOAQ summarised its contributions as follows:

... the TSOAQ is all about responsible motoring. Members value their cars and their driver's licence and the obligations that are associated with it. As such, we believe we set an example as a community minded organization and in particular, we aim to be a beneficial influence and behavioural model for young drivers. Because of their wider level of motoring interest we believe that motor club members exhibit a higher level of skill and road safety awareness than the average road user. The TSOAQ is affiliated with the Queensland Motor Heritage Council (QHMC) which provides an avenue for sharing and promoting the values and ideals of responsible recreational motoring which can only be of benefit to Queensland.²⁵¹

GCMGCC advised that its members cooperate with similar clubs in SEQ to compete in club level motor sport and travel to events which are usually held at smaller centres. GCMGCC advised:

These events inject an enormous boost to these rural communities from the local service organisations selling food to the competitors and officials during the rally as well as accommodation, food and drink and services such as fuel and repairs to competitors, officials and spectators.²⁵²

²⁴⁸ Submission 38, p 17.

²⁴⁹ Submission 41, p 14.

²⁵⁰ Submission 18, pp 1-2.

²⁵¹ Submission 14, p 2.

²⁵² Submission 19, p 2.

The EMA advised that the purpose of its club is to ‘encourage safe and proper motor vehicle operation through leadership and education in a safe and controlled environment’ and ‘to promote a "keep it off the streets" culture’. The EMA advised:

*Since our inception in April 2017, we have run several Motorkhanas, annual Burn-out events, Dirt Drags and Khanacross at Ag-Grow. All these events bring people into our community, offering our younger generations a place to learn driving skills, and for the young at heart to let of some steam, without the negative impacts on our community.*²⁵³

HTAA was formed in 2002 to ‘cater for the growing interest in historic trucks and for the contribution of the men and women who drove and lived with these great machines of the past’ with club membership open to ‘all makes of veteran, vintage, historic and classic vehicles over 30 years old’.²⁵⁴

HRCC advised that its club is ‘a non-profit organisation with the primary objective to preserve motor racing history, with particular emphasis upon Queensland’ and a current membership base of approximately 550 to 600 members.²⁵⁵

MGCCQ advised that its club provides both social marque and competition activities for its 700 members who come from ‘a wide section of socio-economic backgrounds as well as age and gender’. MGCCQ advised:

*The club schedules a range of activities for members. Social gatherings with family and friends provide the opportunity to forge friendships, promote the Marque, of course discuss mechanical issues and provide support for fellow members which serves as an informal mental health check.*²⁵⁶

5.1.1.3 Motorcycling enthusiasts

FCAI advised the committee that modern motorcycles tend to be quite specific in their uses:

*In the past a motorcycle would have design features and capabilities (within the constraints of the era) to be used over a wide variety of terrain and activities. However over the past 3 to 4 decades the universal nature of motorcycles capabilities has given way to products more specifically designed to be used on certain terrain, and for certain activities. Motorcycles are now specifically designed for on-road use (road bikes) and for off-road use (dirt bikes). Of course there are varying degrees of specificity/exclusivity, but generally they do not cross over, particularly in usage.*²⁵⁷

FCAI also noted that motorcyclists, particularly those participating in motorcycling events, contribute to local dealerships and local economies through the purchase of consumable replacement items, such as tyres, and maintenance. FCAI also noted that participation in race track events also benefit associated small businesses. FCAI advised:

*The small businesses associated with this activity, such as Rider Training Schools, Race Track training, and the circuits themselves (as a business) derive consistent income from these motorcycle riders. So the economic benefits are spread over the broader industry.*²⁵⁸

²⁵³ Submission 24, p 1.

²⁵⁴ Submission 25, p 1.

²⁵⁵ Submission 28, p 3.

²⁵⁶ Submission 39, p 1.

²⁵⁷ Submission 35, p 1.

²⁵⁸ Submission 35, p 2.

5.1.1.4 Aeromodelling enthusiasts

MAAQ advised:

Aeromodelling has long been recognised as a gateway to full size aviation and other related industries. Our association has a long history of fostering juniors and providing fellowship to members of all ages from all walks of life. The current technology boom in remoted piloted vehicles and drones has its foundation in aeromodelling. Many of the pilots currently flying life-saving drones on our beaches, carrying out search and rescue operations, or surveying fires and other natural disasters, developed their skills and interest as aeromodellers.²⁵⁹

The Kingaroy Aero Modellers' Society (KAMS) also highlighted the fact that the sport caters for a diverse range of people including those with a disability. KAMS provided the following examples:

I have also had a recent approach from an NDIS service provider wanting to have a client trained in flying model aeroplanes. Their flying will be financed under the NDIS. We will provide any training and support we can. Our vice-president is wheelchair bound as a result of a motorbike accident some years ago.²⁶⁰

5.2 Support provided to regional communities

CW4x4 advised the committee that 'motorised sport is a massive part' of the central west region and 'it does not matter what type it is'.²⁶¹

5.2.1 Club contributions – regional communities

Many club stakeholders highlighted the contribution their individual clubs make to both their local and regional communities. Many stakeholders provided examples of their events to demonstrate this support which are detailed below.

DTMR also noted:

... Queensland destinations are already engaged in attracting and developing small and large-scale motor recreation events, for example the Studebaker Car Club of Queensland 2019 National Meet (in Toowoomba) and Vodafone Gold Coast 600 (on the Gold Coast). On a less formal level, motor enthusiast club and charity rides also support dispersal to outback and rural destinations, as well as support social economic benefits through charity raising and awareness.²⁶²

5.2.1.1 Motor vehicle clubs

RHMC advised that it has deliberately established chapters in smaller areas to enable local enthusiasts who may not have enough people to form a club of their own to participate. RHMC advised that it currently has chapters in Dirranbandi, Taroom, St George, Wallumbilla/Yuleba, Blackall, Injune and Charleville.²⁶³

RHMC also advised that it regularly holds 'away' meetings and 'club runs' in smaller communities which inject funds into local businesses in these locations. RHMC advised that it also holds a biennial rally which attracts interstate and overseas visitors to Roma.²⁶⁴

²⁵⁹ Submission 59, p 1.

²⁶⁰ Public hearing transcript, Brisbane, 16 March 2020, p 11.

²⁶¹ Public hearing transcript, Brisbane, 16 March 2020, p 19.

²⁶² Submission 48, p 2.

²⁶³ Submission 5, p 1.

²⁶⁴ Submission 5, p 1.

The All American Car Club of Cairns Inc (AACCC) advised that its club members participate in 'local car shows, swap meets, motor racing activities, charity events, displays at school fetes/carnivals, aged care facilities'. AACCC provided the following examples of local regional events:

A good example is the local Targa event which has had its second event this year and relies on volunteer participation and now has international participation. We believe that if quality events are held for locals they will be appreciated by and attract tourists.

Our club is one of six clubs who combine and organise and run the Cairns Swap Meet Car Bike & truck show in August each year. Over the past 10 years we have donated over \$110,000 to local charities for the benefit sick and disadvantaged children. All costs for the event also benefit the local community such as hire of grounds, advertising, trophies etc.²⁶⁵

The Ducati Owners Club of Queensland Inc (DOCQ) advised that their club makes a significant contribution to local and regional economies through its activities, which include monthly and annual club rides with lunch in regional areas, regular social events, an annual track day at Morgan Park in Warwick and an annual brunch ride to Esk. DOCQ also noted that it has held multi-day events in the Burnett, Boonah and Woodford areas.²⁶⁶

RCC identified that its club contributes to local Queensland tourism and small business sectors by supporting local food and beverage and accommodation outlets, as well as their sponsors' venues.²⁶⁷

GCTMC advised that it:

... co-operates with similar clubs in SE Queensland and NSW to run the Queensland and NSW Rally Championship as well as the Classic Series. These championships usually consist of 4 to 6 major rallies, usually run over 2 to 3 days, and 4 short course rallies which are one day events. The various clubs take it in turns to run one or two of these events with support from members of the associated clubs.

A typical rally will have between 50 and 90 competitors (driver and navigator) supported by their respective service crews. It requires around 120 to 200 volunteers to be the officials at a rally. These are drawn from the various car clubs.

Rallies are run on generally unsealed, shire and forest roads in rural communities.

A rally brings an enormous boost to these small rural communities from the local service organisations selling food to the competitors and officials during the rally as well as accommodation, food and drink and services such as fuel and repairs to competitors, officials and spectators. A rally usually attracts around 350 people competing in, organising and officiating at an event. Plus, the rallies attract a wide range of spectators. The boost to a small rural town with the influx of 300 to 400 people for a weekend is a significant increase in revenue for these small communities, and the rallies are warmly welcomed each season.²⁶⁸

GCTMC further advised:

... each rally event brings hundreds of visitors to small rural communities and the larger events often attract interstate and even international competitors. This has been a significant impact on tourism revenue in these communities.²⁶⁹

²⁶⁵ Submission 47, p 1.

²⁶⁶ Submission 6, pp 1-2.

²⁶⁷ Submission 7, p 5.

²⁶⁸ Submission 8, pp 2-3.

²⁶⁹ Submission 8, p 4.

The Austin Motor Vehicle Club of Qld (Inc) (AMVCQ) also noted that members of motor vehicle clubs contribute economically in a number of ways, including restoration, fuel and refreshments, accommodation and food when participating in club events. AMVCQ noted:

*We are one of many car clubs and most members are members of several Clubs meaning that we can be out 4 times a month creating income for the business community. Many of these outings can be overnight or longer and this would add accommodation costs to the money spent.*²⁷⁰

AMVCQ noted that for events members travel to various places in Queensland. AMVCQ also highlighted a number of events it organised in Ipswich which attracted many interstate visitors to the local area.²⁷¹

MGCCQ noted:

*The club organises many Social touring drives day runs throughout each year to attractions in the regions which may be for one day, a weekend/overnight stay or an all club extended multi day tour to regional areas such as to Winton, Longreach via Bourke, Emerald and to Far North Queensland. Length of the multi day tours have been from 7 days to 22 days. On these events the distances travelled each day are not vast. This provides time and opportunities for sightseeing as well as adequate rest time for those driving to maintain their alertness for the road. Over the past 4 years organisers in Brisbane and the Regional Chapters have arranged over 130 events each year ...*²⁷²

In relation to these events, MGCCQ advised:

*All the members activities via motel accommodation, purchases of daily meals, fuels, entry admission to local tourist attractions all assist local businesses to remain financially viable and support local employment.*²⁷³

HTAA advised that its annual 'Brisbane Truck Show' attracts metropolitan, Queensland country and interstate exhibitors and visitors. HTAA also confirmed:

*It is well known that tourism and Special Interest Vehicles go hand in hand. For example when our club travels in convoy to other locations for shows/rallies the trip itself has advertising potential. The exhibitors themselves are not only providing items of interest to the events but also become tourists to the area requiring resources and services to cater for their individual requirements.*²⁷⁴

TSOAQ advised the committee that it has around 160 members with approximately 250 registered vehicles which range from between 30 and 60 years old. TSOAQ noted that the club organises two drives for members each month, usually visiting rural towns where members purchase food and other items. In addition to these monthly drives, TSOAQ organises a national meeting every five years where local and interstate visitors stay for a week at a local resort and participate in local activities.²⁷⁵

²⁷⁰ Submission 9, p 3.

²⁷¹ Submission 9, p 3.

²⁷² Submission 39, p 1.

²⁷³ Submission 39, p 2.

²⁷⁴ Submission 25, p3.

²⁷⁵ Submission 14, p 1.

TSOAQ also advised that it has organised an annual car show since 1975, firstly at Maclean’s Bridge and more recently at Belmont. The club has an arrangement with the Queensland Rifle Association (QRA) allowing them to use their facilities at Belmont to host 400 display vehicles with room for visitor parking, food vendors and trade displays.²⁷⁶

Submitter Malcolm McLaren provided an example of one club event that was ‘considered by the Bundaberg Council (where the event was based) to have contributed to that community over \$600,000’.²⁷⁷

VCAQ advised that its club was established in 1969, has approximately 100 members and is ‘dedicated to the preservation and restoration of authentic Chevrolet vehicles more than 30 years of age’.²⁷⁸ VCAQ advised:

*Historic motoring clubs contribute to the Tourism market by arranging meets and events throughout Qld cities and regional towns. These may range from one day events to longer stays in a particular area but none the less, injecting funds into local communities and garnering the interest of the public by their visit.*²⁷⁹

VCAQ provided examples of the following club events:

- 50th Anniversary run – a week-long event across the Lockyer Valley attended by 180 local, interstate and overseas participants. Estimated \$200,000 contribution to the local community.
- Veteran car event – event held in Bundaberg region attracting local, interstate and overseas participants; estimated 6,000 people attended ‘picnic in the park’ event and 9,000 people attended ‘Twilight Parade’ of vehicles; estimated \$500,000 contribution to the local community.²⁸⁰

QHMC advised that historic vehicle clubs participate in a wide range of events which contribute towards local businesses and charities in the area where the event is conducted. QHMC provided numerous examples of these types of events.²⁸¹ QHMC also noted that regional rallies are generally conducted in ‘non holiday periods’ which adds an extra ‘off-season boost’ to the economies of the towns visited.²⁸²

Submitter Douglas Crossman advised:

*... as a motoring enthusiast I would support any initiatives that allow the development of motoring events, particularly in regional areas. While it may be difficult to isolate the tourism benefits of local vintage car or single marque events or rallies, they play an important role in local community events such as street parades, car shows and school fetes. They showcase local motoring history and heritage. Larger events such as nationally promoted Hill Climbs are to be encouraged and do have a measurable tourism impact.*²⁸³

²⁷⁶ Submission 14, p 1.

²⁷⁷ Submission 12, p 1.

²⁷⁸ Submission 18, p 2.

²⁷⁹ Submission 18, p 4.

²⁸⁰ Submission 18, p 3.

²⁸¹ Submission 30, pp 6-8.

²⁸² Submission 30, p 12.

²⁸³ Submission 33, p 2.

Mr James advised:

The historic motoring club movement already utilises every opportunity to grow Queensland tourism by conducting invitational meets and rallies throughout Brisbane and regional centres. These activities range from a short day visit to a number of weeks in the one location. Each time, depending on the size of the visiting fleet, an injection of funds into the local economy takes effect at all levels.²⁸⁴

The VCCA(Q) advised that veteran vehicle owners prefer not to interact with modern traffic on heavily used roads because of the nature of their vehicles. VCCA(Q) advised:

We therefore tend to trailer our vehicles to rural and regional centres where we stay for a few days and enjoy what that area has to offer.

...

Each of these events will attract between 12 and 20 vehicles with 35 to 45 participants spending on accommodation, meals, fuel and tourist activities. Members will often extend their stay by one or two days either side of the event to take advantage of other attractions that the area has to offer.²⁸⁵

VCCA(Q) provided examples of club events held in Biggenden, Howard and Glass House and an eight-day National Veteran Rally in Bargara. VCCA(Q) noted that:

With all of our events we support and rely on local businesses to supply the majority of our needs. Where possible we use local not for profit organisations to supply meals and local businesses for printing and stationery, promotional activities and anything else we need.²⁸⁶

GCMGCC advised that club events can bring hundreds of visitors to small rural communities, stating:

The GCMGCC organises two day runs per month plus one coffee run into the country. It also conducts two to three overnight runs per year, also to smaller communities. All of the GCMGCC runs end up at a venue where members purchase food, drinks and on longer runs, fuel and accommodation. This has a significant impact on tourism revenue in these communities.²⁸⁷

In relation to the benefits to towns where motor racing events are held, QEMSC noted that 'all motels are fully booked on race weekends' and 'competitors, pit crews, officials, and spectators spend many thousands of dollars in those towns, on each occasion'.²⁸⁸ In addition, QEMSC stated:

The consequence of the huge injection of funds into towns hosting motor racing events, is the large number of jobs created to support the industry, both permanent and casual.

In short, motor racing injects tens of millions into the Queensland economy every year and provides hundreds of jobs.²⁸⁹

²⁸⁴ Submission 20, p 1.

²⁸⁵ Submission 26, p 3.

²⁸⁶ Submission 26, p 3.

²⁸⁷ Submission 19, p 2.

²⁸⁸ Submission 29, p 2.

²⁸⁹ Submission 29, pp 2-3.

BSCC commented on relationship building in regional communities noting that its club actively supports local businesses and charities, including donations for the use of facilities and assistance and support for fundraising. BSCC advised:

*The good relationships between BSCC and the businesses and local communities in these areas has guaranteed that rallying is an accepted sporting activity in the area and not seen as a nuisance or impediment to the community atmosphere. BSCC takes these relationships seriously and works hard to keep them strong.*²⁹⁰

Motorsport Australia advised:

*Fifty per cent of your participants live in regions—more than any other state in the country—and it goes without saying that economically we have a bigger impact in the regions than many other sports do because, invariably, we go to a place for three days. It is often four or five days. We do not go for a two-hour match or a footy game; we go for a weekend of racing and one car generally involves five or six people from driver to co-driver, mechanic, friend, food maker. It is a very familial sport. If you look to the 27,500 members we have, there would probably be only 50 to 100 professional drivers. The other 27,400 are amateurs, and extremely passionate amateurs.*²⁹¹

Motorsport Australia also advised:

*Many clubs come to us and seek assistance in applying for funding. They cannot even scratch up five grand. Often it is heart breaking to see millions of dollars being devoted to other sports, although rightly so. But when a volunteer club that is able to fill a town 400 kilometres out of Brisbane with 3,000 or 4,000 people for a weekend cannot get \$10,000 out of a government department, it is a little bit disheartening. Certainly we would encourage government to understand the real economic impact of motorsport in those communities. There are communities that come to life for a weekend because 30 hot rods turn up or because 53 off-roaders go and have a bang around in the bush. That is a really important part of the sport, in this state in particular, so if the government was prepared to allocate some money.*²⁹²

5.2.1.2 Aeromodelling clubs

The Roma and District Aeromodelling Club Inc (RDAC) advised the committee that their club is affiliated with MAAQ. RDAC advised:

*We are a small country Club in South Western Queensland and participate in and promote the hobby of model Aircraft building and flying. This includes all types of engine and electric powered planes, helicopters and drones.*²⁹³

KAMS advised that its club members ‘participate in and promote the hobby of model aircraft building and flying’ including ‘all types of engine and electric powered planes, helicopters and drones’.²⁹⁴ KAMS also advised of its affiliation with MAAQ.

²⁹⁰ Submission 37, p 6.

²⁹¹ Public hearing transcript, Brisbane, 3 March 2020, p 14.

²⁹² Public hearing transcript, Brisbane, 3 March 2020, p 16.

²⁹³ Submission 21, pp 1-2.

²⁹⁴ Submission 27, p 1.

In relation to their contribution to the regional tourism sector, both RDAC and KAMS advised:

Our members often travel to other clubs to participate in various model flying activities. Recently some members travelled to an event in Kingaroy, requiring accommodation, food and fuel.

On a state level, the Dalby club recently hosted the Asia Pacific Regional Scale Aerobatic Championship. This involved around 25 overseas competitors 20 interstate competitors with around 1000 visitors to the event over the weekend.

During a week in August this year the world championship for model pylon racing was held in Maryborough. The countries represented were Australia, Belgium, Canada, Czech Republic, France, Guatemala, Italy, Japan, Netherlands, New Zealand, Sweden, Switzerland and USA. This biannual event was last held in Australia 8 years ago with the next event being held in USA. It was estimated by the local Mayor that this event alone injected around \$500,000 to the local community. This is just two examples of the tourism and economic impact these sorts of events have.²⁹⁵

MAAQ provided examples of recent regional activities including international events at Tin Can Bay, Dalby and Toowoomba. MAAQ advised:

We have had quite large events that are supported by local councils in regional areas. A lot of our events, given the nature of the activity, are in regional areas. I think there are good economic benefits.²⁹⁶

MAAQ also acknowledged the support it has received from regional councils, particularly when it holds major events:

I ran an event last year in Dalby. It was an Asia-Pacific aerobatic model championships. We had absolutely fantastic support from the Western Downs Regional Council. I could not be more complimentary of what they did to assist us. They will have us back any time. We probably had a hundred people there for a week—eating out, booking out hotel rooms. We probably had 600 or 700 people from the town come out each day and watch the event.²⁹⁷

5.3 Social interaction

The evidence provide to the committee has highlighted that a significant part of the value of MRAs is the social interaction that they offer to participants.

5.3.1 Club contributions – social interaction

5.3.1.1 Motor vehicle clubs

QHMC advised:

Joining a historic motoring club promotes opportunities to participate in a group on positive outdoor activities and the friendship built on a common interest is of great social benefit to so many.

Participating in a hobby, especially one where regular social interaction is involved is a stimulus for the mind to remain active and this in turn assists with general health and well being.

Participating in events conducted to raise funds for worthy causes gives the person a positive connection to the community and helps justify the funds and time exhausted in preparing the vehicle for such event.²⁹⁸

²⁹⁵ Submission 21, p 1, and Submission 27, p 1.

²⁹⁶ Public hearing transcript, Brisbane, 16 March 2020, p 11.

²⁹⁷ Public hearing transcript, Brisbane, 16 March 2020, p 13.

²⁹⁸ Submission 30, p 8.

In addition, QHMC advised that historic vehicle clubs engage with residents in aged care facilities, which has ‘a positive impact on many residents as it often brings back memories of their own motoring history’, and with children at schools and other events to enable them to ‘learn about Australia’s Motoring Heritage’.²⁹⁹

RHMC highlighted the benefits of its meetings and club runs to enable members to ‘chat, interact and develop supporting friendships’.³⁰⁰

DOCQ advised that its members:

*... enjoy a rich social network with other Ducati enthusiasts at various activities such as our popular day rides, breakfast rides, night rides for dinner or coffee and a relaxed chat, monthly meetings, track days, two and three day rides, bike shows and official Ducati events.*³⁰¹

HTAA advised:

*The club environment is inclusive and offers friendships through a common interest and experiences. It also offers motivation and satisfaction from personal achievements. By participating in club events members remain physically active, alert and socially active.*³⁰²

RCC noted:

Of the Australian population aged 15 years and over, some 60% (15.2 million people) have participated in some type of sport and recreation activity. However, participation generally decreases with age, with people aged 65 years and over having the lowest participation rate in organised ‘sport’.

*The RCC, like many similar car clubs, has members who largely fall into this ‘over 65 years of age’ bracket. People in this age bracket are generally ‘empty nesters’ with higher disposable income than other segments of the population. This allows for men and women to indulge in something for themselves, which in our Club’s case is owning and driving a ‘special car’. However, it is not necessary for current or prospective members to own a special car, or even any car at all; the criteria is just to have a social interest in mixing with like-minded people.*³⁰³

GCMGCC agreed, advising that although the average age of motor sport club participants varies, its club is made up of ‘mature’ people. GCMGCC advised:

*Many ‘mature’ people have a desire to come back to the sport, or even freshly join the club, with the intent of socialising with like-minded people.*³⁰⁴

VCAQ also supported this view, advising:

*Many owner/drivers of these Historic Vehicles are mature members of our communities. The Historic car movement has a huge following and provides camaraderie, a great sense of purpose for many retired members as well as providing a wealth of knowledge to younger generations taking an interest in vehicles in general. In the throw away society of today, showing younger generations care and maintenance of these Historic Vehicles, provides important lessons within our culture.*³⁰⁵

²⁹⁹ Submission 30, p 9.

³⁰⁰ Submission 5, pp 1-2.

³⁰¹ Submission 6, p 1.

³⁰² Submission 25, p 4.

³⁰³ Submission 7, p 3.

³⁰⁴ Submission 19, p 5.

³⁰⁵ Submission 18, p 6.

Kustoms of Australia, Gold Coast Inc (KAGC) advised that its club is a car oriented social club with members who range in age from their 20s to their 80s and 'have a common interest in restoring, maintaining and driving cars, trucks and motorcycles, and all genres of transport history'.³⁰⁶

AACCC advised:

*The very existence of the club provides the opportunity of members to socialise and discuss all kinds of issues in a judgement free environment. Being members also provides a social network of positive people with common interests who are able to support each other if the need arises. We have a lot of club interaction and combine with other clubs to run the swap meet, have an annual inter club sports day, inter club go-karts challenge. Also many members are members of more than one local car club.*³⁰⁷

QHMC advised:

*Involvement in historic motor vehicle clubs also assists in mental health as it stimulates mind and camaraderie through being involved in group projects and helps people deal with stress and depression. There are some groups who are already tackling the issue through their own initiatives to assist former armed services and emergency service personnel deal with post-traumatic stress disorder, but the amount of such people being diagnosed with PTSD is growing, so much more needs to be done.*³⁰⁸

HRCC summed up the benefits of participants' involvement in historic motorsport:

*... luckily with historic motorsport, it is a non-drug-taking, non-contact, inclusive sport that you can compete in regardless of your age and gender. The emphasis is upon sportsmanship, competition and conceptual challenges. That does not mean we would not kill our colleagues we are racing against for an extra second a lap, but it is how we function generally as part of our rules. We see it as a good alternative to reducing hooning on roads. It is a railway to take it off the roads and put it on the track in a controlled environment. It is very important. I see it as an excellent means of doing it.*³⁰⁹

Mr Dever noted that over the past five years there has been an explosion of "cars 'n coffee" events in the Brisbane metropolitan area and that the Motor Trades Association Queensland (MTAQ) stages events on Sunday mornings with proceeds going to Youngcare.³¹⁰

Mr Dever also identified non-club social events, advising:

... one of the longest running events is staged each and every Friday night in Acacia Ridge on Brisbane's southside. Affectionately known as "Munchies", this event has been running for more than 15 years in the car park of the IGA shopping centre at Elizabeth Street Acacia Ridge. This event is a perfect example of like minded individuals coming together through a common interest, the event is not controlled or managed by any individual(s), it simply happens as the car community gathers there for a few hours on a Friday night to swap stories, catch up on recent happenings and of course display their vehicle for the crowds that come to view the car park full of classics. This event injects much need cash into the local community, with food outlets in the Acacia Ridge shopping centre struggling to cope on some evenings, with the sheer volume of customers, all wanting to spend cash in their business.

³⁰⁶ Submission 23, p 1.

³⁰⁷ Submission 47, p 2.

³⁰⁸ Public hearing transcript, Brisbane, 3 March 2020, pp 4-5.

³⁰⁹ Public hearing transcript, Brisbane, 3 March 2020, p 3.

³¹⁰ Submission 15, p 1.

*This “event” also plays a significant role with the senior members of the community who are car enthusiasts. These seniors long since retired attend regularly and it is easy to see that they rely on the fellowship and friendship of fellow car enthusiasts. One individual is about to turn 80 years old and would not miss a Friday night even whilst receiving cancer treatments. The mental health of this group of elderly enthusiasts is bolstered by fellow enthusiasts who ensure their well-being.*³¹¹

5.3.1.2 Aeromodelling clubs

MAAQ advised:

*We see quite a number of benefits through aeromodelling in terms of the social aspects. We have clubs in Queensland with 250 members. There would be a group who are there every Wednesday morning—a group of retirees—and it is a real social group. It is almost like a men’s shed with model aeroplanes. That is the best example. If you go there on a Saturday morning there will be a different group. There will be fathers and sons enjoying aeromodelling. It is a hobby that has something for everyone.*³¹²

5.4 Charity support

In addition to the individual enjoyment that participants derive from their sport, stakeholders highlighted the significant support the sector provides to multiple charities.

FCAI advised that the ‘road riding motorcycling community has been associated with raising money and providing joy for a wide variety of charities, and groups of people’ for many years. FCAI provided the following examples:

*The “Toy Run” is a prime example, an annual run held just prior to Christmas, where motorcyclists gather for a ride to a central point, where they deposit their donated gifts for (usually) underprivileged children. It is my understanding that this event is in its 40th year of continuous service to charity. There are many charity rides held around the country each year, some using specific types of motorcycles (such as the Honda CT110 “Postie Bike”).*³¹³

FCAI noted:

*The connection and use of motorcycles, and motorcycle rides to facilitate charitable work seems to be very well accepted by both the general public and the motorcycling community.*³¹⁴

RHMC advised that the profits from its biennial rally are donated to charities such as Drought Angels and Care Flight. It also noted that it has partnered with local community groups, such as Apex, Lions and historical groups, to hold an annual ‘National Motoring Heritage Day’ which raises funds for these local community groups.³¹⁵

Similarly, RCC advised of its inaugural car show event which supports a local charity, the *Katie Rose Cottage Hospice*, and raised approximately \$6,000 for the charity.³¹⁶

TSOAQ advised that the proceeds from its annual car show are donated to local charities including Orange Sky and the Prostate Foundation.³¹⁷

³¹¹ Submission 15, pp 1-2.

³¹² Public hearing transcript, Brisbane, 16 March 2020, p 12.

³¹³ Submission 35, p 2.

³¹⁴ Submission 35, p 2.

³¹⁵ Submission 5, p 2.

³¹⁶ Submission 7, p 5.

³¹⁷ Submission 14, p 1.

Mr James advised:

*... the historic motor vehicle sector is highly experienced in engaging communities with the numerous charity car displays conducted throughout any given year and in many regions of the State. Most of these events are charity fund-raising activities and much of the funding comes from members of the sector many of whom are retired and generally not particularly well-off financially, so we need more government and commercial sponsorship. In recent times, many of our clubs have purposely visited drought-affected regions in an effort to boost their morale and to inject funds into their communities through the purchase of goods and services including food, accommodation, fuel and crafts. Those of us directly participating in the sport/hobby also achieve enhanced health and well-being.*³¹⁸

MGCCQ provided the following example:

*Since 2013 the MGCCQ has taken over the organisation of the annual All British Day a static car display held at St Joseph's College Sportsground at Tennyson, Brisbane. As the name suggests this event invites all British made cars and British Marque car clubs to display their vehicles. Typically, this event a tracks [sic] over 600 vehicles from motorcycles, cars, trucks and large steam driven engines. Proceeds raised through entry fees and spectator entry is donated to charity. Since 2013 donations to charity have been \$45,500 to Queensland Institute of Medical Research and \$15,500 to RACQ Careflight.*³¹⁹

4WDQ provided a number of examples of its community contribution, including:

- 'Adopt a Track' programs where local clubs help sponsor work and maintain recreational tracks and fire trails in their local area.
- Cleaning up Fraser Island (K'gari) – with an event held annually with clubs, their members and sponsored visitors volunteering their time to clean and weed the island.
- Maintaining of a hall at Moorooka.
- Supporting and conducting training for the South East Queensland Deaf Four Wheel Drive Club.
- 'Pink Lady' theme day to fund raise to support breast cancer awareness and foundations.³²⁰

In addition to providing support to charities, Australian Dirt Bike Adventures (ADBA) advised that many school parents and citizens associations run trail ride events as fundraising events.³²¹

5.5 Tourism opportunities

DTMR advised:

The Queensland Government, through the Department of Innovation and Tourism Industry Development (DITID), recognises that individual motor recreation events such as motorised vehicle/cycle/boat racing events, historic car meets, etc. increase visitation and tourism at host destinations. However, in each case the size and type of event would affect the economic contribution making it challenging again to estimate a figure for the whole MRA industry.

³¹⁸ Submission 20, p 2.

³¹⁹ Submission 39, p 2.

³²⁰ Submission 49, p 9.

³²¹ Submission 53, p 1.

Nevertheless, key Queensland destinations are already engaged in attracting and developing small and large-scale motor recreation events, for example the Studebaker Car Club of Queensland 2019 National Meet (in Toowoomba) and Vodafone Gold Coast 600 (on the Gold Coast). On a less formal level, motor enthusiast club and charity rides also support dispersal to outback and rural destinations, as well as support social economic benefits through charity raising and awareness.³²²

Some of the examples offered by stakeholders are discussed below.

5.5.1 Motoring museums

QHMC noted:

*Over the years we have seen motor museums come and go with the past five years especially seeing many well regarded museums that showcased many vehicles to educate the general public as to Australia's Motoring heritage closing their doors for good as the state of the economy and the extra cost of maintaining such endeavours becomes too much for the owners to consider viable. Extra costs have included not only the rise in costs of general day to day expenses of electricity/water and wages but also the costs of extra security, fire prevention and detection, building maintenance to workplace health and safety standards and liability insurance costs that have added extra costs that ultimately lead to the subsequent demise of a tourist attraction that offered an educational and often a reminiscing tour down memory lane of Australia's motoring heritage. The contribution of historic vehicles owners to maintain their vehicles is now more important as collectively the preservation and display of these vehicles could now be considered a mobile museum showcasing Australia's motoring heritage.*³²³

Submitter Chris Malone agreed, advising:

*Queensland is also lacking in museums relating to motoring, compared to the southern states. A few privately run museums have come and gone over the years, largely dependent on a particular person.*³²⁴

The historic and veteran vehicle stakeholders also identified that the preservation of history was an important contribution. VCCA(Q) noted:

*Members of the Veteran Car Club are very conscious of the historical significance of the vehicles they currently hold as custodians of this piece of moving heritage. While some vehicles are held in museum collections where people can go and see them and learn about the vehicles and their history, we view our events as taking the history to the people.*³²⁵

QMM identified that motor museums preserve 'our motoring heritage' and encourage 'the sharing of knowledge that simply will disappear as the generations of enthusiasts "fall off the perch" without future generations having the opportunity to learn, touch and feel' and preserve history. QMM also advised that museums are places of 'social interaction and potential employment growth' and an 'avenue to encourage the preservation of trade skills, restoration and display of rare and important vehicles'.³²⁶

³²² Submission 48, p 2.

³²³ Submission 30, pp 9-10.

³²⁴ Submission 54, p 13.

³²⁵ Submission 26, p 4.

³²⁶ Submission 34, p 8.

QMM further advised:

Queensland remains one of the only States in Australia not to have invested in securing our motoring heritage through a more holistic approach centred on Motor Recreational Activities (MRA).

MRA are the social cornerstone that reflect the importance of transport to our economic and cultural heritage. The passion and enthusiasm in which participants engage, has for too long been undervalued for its ability to impact the social values of respect, responsibility and acceptable behaviour.³²⁷

QMM advised the committee:

... other states of Australia had government investment not through grants but direct funding. For example, South Australia has led the way with the National Motor Museum in Birdwood which attracts around 65,000 visitors a year and runs the nationally acclaimed Bay to Birdwood car run annually, attracting a thousand vehicles and thousands of visitors to the Adelaide Hills as a one-day event. Tasmania has invested in a new building to house the National Automobile Museum of Tasmania, with rave reviews for its content. The Western Australian government has invested some \$2.5 million into the Motor Museum of Western Australia. Bathurst council invests heavily in owning and running the National Motorsport Museum in Bathurst. All are nationally and internationally recognised motor museums. Queensland has not recognised the importance of such a facility.³²⁸

5.5.1.1 Qld Motorsport Museum

The QMM operated from a number of venues in Ipswich and Brisbane from 2002 until it closed in December 2018.³²⁹ QMM advised:

The financial burden of high rent eventually forced the closure pending Government investment to provide subsidised space to house the 300-400 available display vehicles. The public response to the closure was very humbling, a reflection of the passion and enthusiasm that resides in the community. They have high expectations QMM will re-open in the future. The content is available, and the public are ready to support.³³⁰

In relation to funding for the museum, QMM noted:

I have had conversations with council. I have had conversations with Queensland Rail, all of which has fallen over because it is all too hard or they want us to cough up more money. The opportunity in terms of grants has always been on the basis that if you put \$100,000 in we will give you \$100,000. I do not have \$100,000 to put into that. When you look around and you see all of the buildings that are empty that are anywhere between 2,000 and 10,000 square metres around South-East Queensland, it is just ridiculous that I cannot get my hands on a building.³³¹

³²⁷ Submission 34, p 3.

³²⁸ Public hearing transcript, 16 March 2020, p 1.

³²⁹ Queensland Motor Museum, 'Home', <http://www.qldmotorsportmuseum.org/>.

³³⁰ Submission 34, p 5.

³³¹ Public hearing transcript, Brisbane, 16 March 2020, p 4.

QMM advised:

Qld Motorsport Museum (QMM) engaged motoring enthusiasts, the general public, corporates, government and community organisations in maintaining our motoring heritage for future generations with community engagement as support. It was not strictly a motorsport museum but included content across all genres of transport including trains, planes and automobiles- even bicycles.³³²

QMM is seeking financial support for the museum and advised:

The QMM as a museum and habitual participant in MRA, has proven to be a most valued conduit for Local, National, International Tourism, the face of encouragement for road safety, education and employment and a community service centre in support of those who are inwardly passionate but challenged by social interaction or disability.

Government ownership and financial support for the museum can deliver significant growth in employment, tourism and community support should be a priority outcome of this process.³³³

QMM advised:

Establishment would require an investment of some \$2 million, which is less than 10 per cent of what is invested in the one-day Gold Coast Supercars event, and would provide 365 days of continuous revenue, employment and an international tourist destination.³³⁴

However, QMM also stated that there is one shed on the Railway Workshops site which would be suitable which would require a contribution of far less than \$2 million. QMM advised:

From a museum perspective, we do not want any money out of it. All we want is the building. All the moneys that come through the gate allow you to go into the railway workshops.³³⁵

QMM identified that it would require investment in a building and maintenance and suggested linking the museum to existing venues such as The Workshops Rail Museum which is located in the former North Ipswich Railway Workshops. QMM suggested this linkage could extend QMM's vision of 'buses, trucks and heavy equipment' with the existing museum and 'utilise an area left empty for many years'.³³⁶ Alternatively, QMM suggested facilities at a redeveloped Queensland Raceway or Willowbank Motorsport Complex.³³⁷

QMM advised:

In terms of opportunity, Australia does not have a transport museum. Queensland is positioned perfectly in Ipswich to have a trains, planes and automobiles museum at the Queensland Railway Workshops, where several buildings have remained dormant for nearly 20 years. Rumour has it that the workshops have been identified for operational reinstatement by the Queensland government, but no confirmation or timeline has been published to date—not that I am aware of.³³⁸

³³² Submission 34, p 3.

³³³ Submission 34, p 3.

³³⁴ Public hearing transcript, Brisbane, 16 March 2020, p 2.

³³⁵ Public hearing transcript, Brisbane, 16 March 2020, p 5.

³³⁶ Submission 34, p 4.

³³⁷ Submission 34, p 4.

³³⁸ Public hearing transcript, Brisbane, 16 March 2020, p 2.

QMM advised:

*We can establish a museum in somewhere between six and eight weeks and have it open, because our requirements are not to have bright, pearly, shiny bits and pieces; we like it rough because that is what vehicles are. With regard to the Queensland railway workshops area, we went there and had a visitation pretending to be council employees so that we could have a look and see whether it was compatible with what we want. We could have walked in there—this was two years ago, nearly three years ago—and had a fully functioning museum with 250 vehicles capitalising the facilities that sit there out at the railway workshops where they have a cafeteria, entry desks and all the rest of it.*³³⁹

The committee sought additional information from DTMR regarding the potential for establishing a motor museum at The Workshops Rail Museum. In response, DTMR advised:

The Queensland Railway Workshop site is managed by Queensland Museum Network (QMN), a Queensland statutory authority. Queensland Motorsport Museum (QMM) originally proposed to utilise space at the Ipswich Railway Workshops and was dealing with the QMN. QMN advise that there are logistical difficulties with the QMM proposal given that:

- *Queensland Rail (QR) has a significant presence at the Ipswich Railway Workshops site;*
- *there is insufficient space to store and display QMM's large collection vehicles; and*
- *QMM proposal requires significant capital works, which is made more complex by heritage constraints and accommodating the operational requirements of multiple stakeholders; and*
- *QR is currently increasing its fleet maintenance activity on the site and re-opening workshops to service its electric fleet. Access to the QR workshops and buildings has been and will continue to be restricted due to the increased level of fleet maintenance activity and refurbishment, and The Workshops Rail Museum has had its access restricted accordingly.*

*It is recommended that QMM re-engage with QMN and / or QR to (i) understand the full circumstances why negotiations may have fallen down and (ii) to further progress their proposal or an alternative or varied proposal.*³⁴⁰

Committee comment

The committee considers that, in addition to any economic contribution, there is significant benefit to be derived from the continuation of the QMM in terms of the preservation of historic vehicles. The committee also considers that this type of facility would complement what is offered at The Workshops Rail Museum. Whilst establishment of the museum at this location may not be feasible, the committee considers that the proposal to reopen the QMM in an SEQ location is worthy of consideration.

The committee notes the department's comments regarding the QMN in relation to the QMM proposal. The committee considers that the department should endeavour to assist the QMM to find a solution.

³³⁹ Public hearing transcript, Brisbane, 16 March 2020, p 4.

³⁴⁰ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 23.

5.5.2 Event promotion

Submitter Nick Spriggs noted that there is a lack of promotion of local race events and ‘with minimal effort events at the circuit could easily be promoted with a direct impact on local tourism and the local economy’. Mr Spriggs regularly plans travel from New York to Australia to attend events at Lakeside Raceway but has identified that planning these trips was difficult as there was very little information online about events.³⁴¹

HRCC considers that ‘motorsport activities have universal appeal and currently lack adequate promotion for the sport to grow – even as a spectator sport’³⁴² and noted:

*... the sporting leisure industry in Queensland is quite competitive and often it is hard to attract media interest. In order to expand and raise the profile of events through attracting high profile competitors; noted past race and current vehicles; and offering a variety of entertainment at venues (i.e. carnivals and so on) for families, greater financial input in conjunction with higher recognition of sponsorship is required.*³⁴³

HTAA suggested:

*An opportunity exists to include on the Tourism and Events Queensland website calendar, such events that the motor clubs across Queensland are supporting and attending. This would give the touring public the opportunity to schedule their travel plans to coincide with an event or events.*³⁴⁴

HRCC highlighted its concern regarding the availability of government assistance to promote MRA events, advising:

*Currently there is no government or central contact point one can approach to receive assistance in monetary form or in-kind support to help promote events to enable these events to grow. It would be ideal to have one central point within Queensland Tourism for example that organisations can approach to receive assistance to promote their events.*³⁴⁵

Committee comment

The committee considers the recommendation made by the HTAA to include MRA events on the Tourism and Events Queensland (TEQ) website calendar has merit.

Recommendation 2

The committee recommends the Queensland Government investigate options for including motor recreational activity events on the Tourism and Events Queensland website calendar.

³⁴¹ Submission 17, p 1.

³⁴² Submission 28, p 10.

³⁴³ Submission 28, p 8.

³⁴⁴ Submission 25, p 5.

³⁴⁵ Submission 28, p 8.

6 Legislative, regulatory and policy framework

Term of reference (c) states that the committee should consider:

The legislative, regulatory and policy framework in which the industry operates in all levels of government, and options for reform.

6.1 Special interest vehicle concession registration schemes

The issue of SIV concession registration schemes was a common theme throughout the inquiry.

QHMC noted that some of its club members may have normal registration and use their vehicles daily; however:

... the majority of members, due to the limited usage of their vehicles register their vehicles with the TMR SIV concessional registration scheme which entitles them to use restricted to attending club events, 15 kilometre distance for the purpose of general vehicle maintenance, drive to and from places of repair and other.³⁴⁶

DTMR advised that the SIV scheme:

... enables car enthusiasts to pursue their hobby of restoration and display of historic vehicles, while receiving the benefit of reduced registration fees, provided they restrict their usage as per the conditions under the SIV concession scheme. It is important to recognise that the use of SIV vehicles is limited, and it does not include use as an everyday means of transport.

The Queensland SIV scheme however has no restrictions on the number of vehicles a registered operator may claim a SIV concession on, nor is there any restriction on the number of journeys these vehicles can make in a year, provided the journeys fit within the SIV scheme guidelines. The SIV scheme guide⁶ is available online and outlines the various conditions and restrictions regarding the use of SIV vehicles.³⁴⁷

6.1.1 Definitions

6.1.1.1 Historic vehicles

The Fédération Internationale des Véhicules Anciens (FIVA) notes that:

For many decades, the transition of a vehicle to a “historic vehicle” was determined by the passage of time. Most vehicles would end up being scrapped after their period of use. Some though would survive to be enjoyed as a part of history and for the pleasure of owning a historic vehicle.

With the advent of stricter environmental regulation alongside the increased durability and longevity of vehicles came the need for a definition for a historic vehicle so that the distinction between a historic vehicle and an “old” vehicle could be understood by regulators and society.³⁴⁸

³⁴⁶ Submission 30, p 4.

³⁴⁷ Submission 48, p 5.

³⁴⁸ Federation Internationale des Vehicules Anciens, ‘Legislation Commission – Historic Vehicles, their Laws and Regulations – Definition of a Historical Vehicle’, <https://fiva.org/wp-content/uploads/2019/08/The-Definition-of-a-Historical-Vehicle-1.pdf>.

FIVA defines a historic vehicle as:

*... a mechanically propelled road vehicle: which is at least 30 years old; which is preserved and maintained in a historically correct condition; which is not used as a means of daily transport; and which is therefore a part of our technical and cultural heritage.*³⁴⁹

The AHMF provides the following classifications of heritage vehicles:

- Veteran – built before 31 December 1918
- Vintage – built between 1 January 1919 and 31 December 1930
- Post-Vintage – built between 1 January 1931 and 31 December 1949
- Historic (sub-divided into each decade) – any vehicle manufactured in the decades of the 1950s, 1960s, 1970s etc up to 25 years old.³⁵⁰

6.1.2 Existing Queensland scheme – cars

A concession or restricted registration is available for stakeholders registering a classic or vintage car, a street rod or a historic vehicle. This concession is based on the vehicle having a very strict and limited road use.³⁵¹

6.1.2.1 *Vehicle eligibility*

Eligible vehicles include:

- Historic vehicles
 - vehicles that are at least 30 years old
 - heavy buses that are at least 25 years old
- Street rods and hot rods
 - vehicles modified for safe road use and have a body and frame built before 1949
 - replicas of a vehicle that have a body and frame built before 1949
- historic ambulances and fire-fighting equipment vehicles
 - retired ambulances and fire-fighting equipment vehicles (no age restriction) that are now used for display
 - If the vehicle is less than 30 years old, the vehicle must be converted to right hand drive (RHD)
- Left hand drive (LHD) vehicles if they are:
 - Light vehicle (gross vehicle mass (GVM) not over 4.5 tonnes) and at least 30 years old

³⁴⁹ Federation Internationale des Vehicules Anciens, 'Legislation Commission – Historic Vehicles, their Laws and Regulations – Definition of a Historical Vehicle', <https://fiva.org/wp-content/uploads/2019/08/The-Definition-of-a-Historical-Vehicle-1.pdf>.

³⁵⁰ Australian Historic Motoring Federation, 'About AHMF', <https://www.ahmf.org.au/index.php>.

³⁵¹ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

- Heavy vehicle (GMV over 4.5 tonnes) at least 30 years old and has been issued with a LHD Exemption Permit by the National Heavy Vehicle Regulator³⁵²

Note: LHD vehicles are discussed further in section 6.3.

6.1.2.2 *Club membership*

In order to apply for the scheme, owners must:

For historical vehicles:

- Prove they have current membership of a Queensland incorporated vehicle club or association which must be maintained while the vehicle is registered under the scheme.
- Vehicles, other than historic ambulances and fire-fighting equipment vehicles, must be registered in the name of the club member. However, DTMR may also approve incorporated historical societies with a recognised interest in vehicle heritage to register eligible vehicles under the scheme – considered on a case-by-case basis.
- Provide a dating certificate if DTMR is not able to verify the date of manufacture (from an existing or previous vehicle record, import papers, or from the identification or manufacturer's plate).³⁵³

For street rods and hot rods:

- Prove they have current membership of the Australian Street Rod Federation (ASRF) which must be maintained while the vehicle is registered under the scheme.
- Street rods must comply with all the specifications contained in the ASRF *Queensland Street Rod Guidelines*.
- If a street rod that is registered under the SIV registration concession scheme is modified in any way, it must be certified and re-plated under the LH9 or LH10 section of the *Queensland Code of Practice – Vehicle Modifications*.
- The Queensland State Director of the ASRF must supply documentation certifying the vehicle was manufactured before 1949, or is a replica of a vehicle manufactured before 1949, and the applicant is a current member of the ASRF.

For historic ambulances and fire-fighting equipment vehicles:

- Must be registered in the name of one of the following:
 - an incorporated fire brigade.
 - an incorporated ambulance service.
 - a current member of an incorporated ambulance historical society or fire brigade historical society.
 - a current member of an incorporated vehicle club if vehicle is 30 years of age or more.

Club membership exemptions may apply if the vehicle owner lives in a remote area or is unable to access an appropriate club. Exemptions are considered on a case-by-case basis.³⁵⁴

³⁵² Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

³⁵³ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

³⁵⁴ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

6.1.2.3 *Conditions and restrictions*

A special interest vehicle must not be used for:

- General purposes – for example, commuting and other forms of everyday vehicle use.
- For hire or reward – a fee cannot be charged for use of the vehicle, and the owner cannot receive any consideration or reward for supplying the vehicle.³⁵⁵

The vehicle must only be used for:

- participating in rallies organised by incorporated vehicle clubs or events sanctioned by the ASRF. Refer to section 6.1.5.9 for discussion regarding impromptu events.
- participating in processions for which a Special Events Permit has been issued under the Transport Operations (Road Use Management – Accreditation and Other Provisions) Regulation 2015
- exhibiting the vehicle in displays, fetes or similar functions conducted for religious, charitable or educational purposes
- ceremonial purposes (such as weddings, formals, funerals) involving immediate and de facto family members, or as part of a sanctioned incorporated club event, provided this is not done for fee or reward.
- preparing for, proceeding to, and returning from the above activities.
- direct travel to and from an approved inspection station to get a safety certificate or certificate of inspection before offering the vehicle for sale.
- travel in order to have the vehicle repaired. There is no distance restriction; however, such travel must be reasonable and justifiable by the vehicle operator.
- road testing within a 15km radius from the place where the vehicle is garaged or is being repaired. The purpose of the travel must be to road test the vehicle following repair or restoration, or for general vehicle maintenance and not for any other purpose. This does not include use as an everyday means of transport. A passenger may travel in the vehicle to assist with road testing—only if the vehicle can legally carry passengers.
- Buses are permitted to carry non-fare paying passengers for journeys (joy-rides) from an event (for example, a fete) and return provided the length of the journey does not exceed 5km. Payment of any kind cannot be received for these journeys.
- If the special interest vehicle does not have permanent lighting, it must carry a removable lighting system with the vehicle at all times and use that system whenever lighting would normally be required. Carbide lights are acceptable where that type of light was originally fitted.³⁵⁶

Other information:

- Paperwork supporting the reason for travel should be carried when being used. If the vehicle is used outside the conditions of the special interest vehicle concession, fines or revocation of the concession may apply. If a vehicle is involved in an accident whilst being used contrary to the conditions of the concession scheme, insurances may become null and void.

³⁵⁵ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

³⁵⁶ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

- Vehicles travelling to interstate club events can operate under the same conditions as Queensland, when using the vehicle interstate. Interstate visitors who hold a valid authority or permit from their home state or territory can use their special interest vehicle in Queensland (subject to the conditions of use where the vehicle is registered).
- Special interest vehicles are issued S series plates.
- If the vehicle is used outside of the conditions of the SIV registration scheme, fines may apply or the concession may be revoked. In addition, if the vehicle is involved in a crash whilst being used contrary to the conditions of the scheme, insurance (both compulsory third party (CTP) and comprehensive) may become null and void.³⁵⁷

6.1.2.4 Concessional registration fees

DTMR advised the committee:

*A vehicle registered under the SIV scheme already receives generous concessional registration fees when compared to other Queensland registered vehicles.*³⁵⁸

Details of the SIV concessional registration fees as at 1 July 2020 are contained in table 7.

Table 7: Special Interest Vehicle Concessional Registration fees as at 1 July 2020

SIV Concessional Registration fees (excluding CTP)

Vehicle Type	As at 1 July 2020
Motorcycles	\$98.95
All other motor vehicles up to & incl 4.5t	\$152.60
Motor vehicles over 4.5t	\$178.90
Trailers over 4.5t	\$102.30

Note:

- The registration component is inclusive of the registration fee and the traffic improvement fee.
- Fees are based on the renewal amount with a private purpose of use.

Source: Department of Transport and Main Roads, correspondence dated 3 July 2020, p 11.

DTMR provided additional information regarding what the government uses registration fees for, advising:

... vehicle registration duty and vehicle registration costs provide essential revenue for essential services for the community, such as road construction and maintenance.

...

... Queensland has the longest state-controlled road network of any Australian state or territory. As at 30 June 2019, the constructed state-controlled road network totalled 33,369 kilometres of roads, of which 4,996 kilometres formed part of the National Land Transport Network, for which the Australian Government has primary funding responsibility. The state-controlled road network includes 398 kilometres of motorways, 3,919 kilometres of unsealed roads, 3,119 bridges, 4,804 major culverts and 32 tunnel sections. The length of the busway network is 29 kilometres.

³⁵⁷ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest>.

³⁵⁸ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 11.

For each kilometre of state-controlled road, Queensland collects \$57,179 in registration revenue. This is a lower amount of registration revenue per kilometre of state road when compared to New South Wales (\$154,111) and Victoria (\$81,091).³⁵⁹

6.1.2.5 *Impromptu Events*

In 2019, DTMR introduced an 'impromptu event' condition. An impromptu event is:

... an event that has been initiated by a club member, involves one or more vehicles, and must comply with the following elements:

- *involves an invitation to wider club members to attend the event; and*
- *is either*
 - *endorsed in advance of the event by the relevant club or Australia Street Rod Federation committee; or,*
 - *where it exists, complies with published club guidelines as to what is a valid event; and*
- *is listed either in the newsletter, on the website, or social media page (or in another manner approved by the club or Australia Street Rod Federation, such as the club calendar of events) prior to the event.*

Note: Incorporated vehicle clubs must maintain a register of endorsed impromptu events. This register should contain information on the impromptu event.³⁶⁰

Some stakeholders welcomed the introduction by government of 'impromptu events' which allow club members greater use of their vehicles. For example, both GCTMC and GCMGCC noted that club members are 'more likely to stay with the club and retain their car if they are able to use it more consistently.'³⁶¹

VCAQ advised:

The recent 'Impromptu Event Scheme' approved by the Department of Transport and Main Roads, which is similar to that introduced in Western Australia, has to date had a huge positive impact for the members of VCAQ. This scheme alleviates the need for log books and the associated paperwork and auditing of same. We congratulate the DTMR for their ability to implement such a 'user friendly' scheme and ask that they better advertise the availability of the scheme to all SIVs clubs throughout Qld.³⁶²

GCMGCC also welcomed the introduction of the impromptu events conditions, which has allowed club members greater use of their vehicles.³⁶³

The committee notes that many clubs have provided electronic forms to enable club members to fulfil the notification requirements.

³⁵⁹ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 11.

³⁶⁰ Queensland Government, Special Interest Vehicle Concession Scheme guide', <https://www.qld.gov.au/transport/registration/fees/concession/special-interest/restrictions>.

³⁶¹ Submission 8, p 5.

³⁶² Submission 18, p 5.

³⁶³ Submission 19, p 3.

VCAQ advised:

*Recently the Department of Transport and Main Roads agreed to an impromptu event scheme for special interest vehicles. This is similar to a successful scheme which has been running in Western Australia for some time. The impromptu event scheme negates the need for a log book. Our own club members find the new scheme excellent as we have it online and it takes only a minute to complete. Unfortunately, some historic vehicle clubs have been slow at acknowledging and understanding the scheme or allowing their members full access to it.*³⁶⁴

Additional issues identified by stakeholders are discussed in section 6.1.5.

6.1.3 Existing Queensland scheme – motorcycles

Motorcycles that are at least 30 years old became eligible SIV registration when the legislation was amended in June 2018. SIV motorcycles must have the appropriate SIV licence plate. The eligibility criteria identified above also applies to SIV motorcycles.

In Queensland, the registration of motor vehicles is regulated by the *Transport Operations (Road Use Management) Act 1995* (TORUM Act) and the *Transport Operations (Road Use Management—Vehicle Registration) Regulation 2010* (TORUM Regulation).

Under the TORUM Act, a motorbike is defined as:

- a) *a 2-wheeled motor vehicle, whether or not a sidecar is attached to it, and*
- b) *a 3-wheeled motor vehicle that is ridden in the same way as a 2-wheeled motor vehicle.*³⁶⁵

A motor vehicle is defined as:

motor vehicle means a vehicle propelled by a motor that forms part of the vehicle, and—

- (a) *includes a trailer attached to the vehicle; but*
- (b) *does not include a motorised scooter, a personal mobility device or a power assisted bicycle.*³⁶⁶

A vehicle includes:

*any type of transport that moves on wheels and a hovercraft but does not include a train or tram.*³⁶⁷

Under s 117(3)(a) of the TORUM Act, a regulation may allow the chief executive to refund fees completely or partly or provide concessions.³⁶⁸

The concessional registration fee for a SIV motorbike is set at \$35.60 for 2020-21. It should be noted that other fees such as the Traffic Improvement fee and CTP still apply.³⁶⁹

³⁶⁴ Public hearing transcript, Brisbane, 3 March 2020, p 5.

³⁶⁵ *Transport Operations (Road Use Management) Act 1995*, schedule 4.

³⁶⁶ *Transport Operations (Road Use Management) Act 1995*, schedule 4.

³⁶⁷ *Transport Operations (Road Use Management) Act 1995*, schedule 4.

³⁶⁸ *Transport Operations (Road Use Management—Vehicle Registration) Regulation 2010*, section 117.

³⁶⁹ Queensland Government, 'Registration costs', <https://www.qld.gov.au/transport/registration/fees/cost>.

6.1.4 Comparable schemes in other Australian jurisdictions

6.1.4.1 *New South Wales*

In NSW, classic vehicles may be registered under the Conditional Registration Scheme, also known as the Classic Vehicle Scheme (CVS). A classic vehicle is:

- 30 years or older
- Up to 3.5 tonnes GVM
- Not a plant vehicle or trailer
- Compliant with NSW vehicle standards³⁷⁰

In regard to vehicle use, Transport for NSW states:

Classic vehicles can be used for events organised by RMS [Roads & Maritime Services] recognised Approved Organisations or community organisations, provided an official invitation has been received and recorded by the club in the official minutes or 'Day Book'.

Classic vehicles can also be used on a road or road related area for:

- *Servicing within a short distance from their place of garaging.*
- *The inspection of the vehicle.*

If a longer journey is necessary, the operator must notify the club, and the details recorded by the club in the official minutes or 'Day Book'.

Operators wishing to use classic vehicles for passenger transport for weddings or other functions should first check the requirements under the Point to Point Transport (Taxis and hire Vehicles) Act 2016. For information about passenger transport requirements, visit the Point to Point Transport Commissioner website. The operator must also seek approval from the club, and the details recorded by the club in the official minutes or 'Day Book'.

Classic vehicles must display conditional registration number plates and a current registration label.

Name bars may be affixed to the number plate provided the positioning of the name bar does not obscure the number plate.

NSW classic vehicles may be used temporarily in other States and Territories, under the same conditions as apply in NSW.

Visiting vehicles under a similar scheme in their home State or Territory may be used temporarily in NSW, under the same conditions as apply in their home jurisdiction.³⁷¹

Conditionally registered classic vehicles operating under the CVS must only operate under the following conditions:

- *'Registered operator must be a member of an authorised motoring club'*
- *'Use only in conjunction with an authorised club event or maintenance'³⁷²*

³⁷⁰ New South Wales Government, Transport for NSW, 'Classic vehicles', <https://www.rms.nsw.gov.au/roads/registration/get-nsw-registration/classic-vehicles/index.html>.

³⁷¹ New South Wales Government, Transport for NSW, 'Classic vehicles', <https://www.rms.nsw.gov.au/roads/registration/get-nsw-registration/classic-vehicles/index.html>.

³⁷² New South Wales Government, Transport for NSW, 'Classic vehicles', <https://www.rms.nsw.gov.au/roads/registration/get-nsw-registration/classic-vehicles/index.html>.

The use of a logbook became a permanent feature of the Historic and Classic Vehicle Schemes from 1 October 2019 after a trial. The requirements are:

- *Vehicles registered under the Historic and Classic Vehicle Schemes can be operated for 60 days of general road use each year, outside of organised club events.*
- *Each day of general road use must be recorded in a log book issued at Service NSW branches.*

*Owners wishing to use a log book should be a member of a Transport for NSW (formally Roads and Maritime) recognised classic or historic vehicle club, or Approved Organisation participating in the log book condition.*³⁷³

The cost of a new conditional registration is:

- Administration fee: \$22
- Number plate fee: \$47 (one off fee)
- CTP insurance: varies depending on vehicle shape, usage, and area of operation.³⁷⁴

6.1.4.2 *Victoria*

Victoria's club permit schemes allows financial members of recognised vehicle clubs to make limited non-commercial use of eligible historic vehicles on the road network.³⁷⁵

VicRoads advises vehicle eligibility as follows:

A club permit can be issued to the vehicles in the following categories:

- *veteran vehicles – manufactured before 1 January 1919*
- *vintage vehicles – manufactured after 31 December 1918 and before 1 January 1931*
- *classic and historic vehicles - manufactured after 31 December 1930, but more than 25 years before the date of the application for a club permit.*

These categories can include trailers, heavy vehicles and modified vehicles such as street rods. Replicas of vehicles in the categories above may also be issued with a club permit.

A club permit vehicle must comply with the Vehicle Standards, appropriate to the date the vehicle was manufactured, contained in Schedule 2 of the Road Safety (Vehicles) Regulations 2009.

A club permit cannot be issued to:

- *a currently registered vehicle*
- *a vehicle that is recorded on the Victorian or an interstate Written-off Vehicles Register as a statutory write-off*
- *a vehicle that has a sheriff's office or hoon sanction*
- *a vehicle that is recorded as stolen.*

³⁷³ New South Wales Government, Transport for NSW, 'Classic vehicles', <https://www.rms.nsw.gov.au/roads/registration/get-nsw-registration/classic-vehicles/index.html>.

³⁷⁴ NSW Government, Transport for NSW, 'Registration costs', <https://www.rms.nsw.gov.au/roads/registration/fees/registration-costs.html>.

³⁷⁵ Victorian Government, VicRoads, 'Club permit scheme', <https://www.vicroads.vic.gov.au/registration/limited-use-permits/club-permit-scheme>.

We may refuse to issue a club permit:

- if it is not satisfied that the vehicle is safe to use on a road or road related area or
- if a current club permit already exists for the same vehicle.³⁷⁶

Vehicle registration fees under the scheme are:

- 90 days: \$153.90
- 45 days: \$79.60
- 2/45 days: \$76.50³⁷⁷

6.1.4.3 Western Australia

Western Australia has not yet introduced a concessions scheme for classic or special interest vehicles. However, the WA Department of Transport states that '[w]ork has commenced on regulatory changes to introduce the Concessions for Classics scheme – a voluntary modified classic vehicle conditional licensing scheme which will be available to eligible modified classic vehicles 30 years or more in age, including street rod vehicles'.³⁷⁸

In regard to what will be included in the scheme, the WA Department of Transport advises:

The scheme will include conditional licensing similar to what is available to vintage or veteran vehicles. Modified classic vehicles joining the scheme will be subject to a number of conditions including annual vehicle inspections by the Department of Transport, identification labels and restricted road use.

*Eligible vehicle owners who apply for the scheme will receive a 75% vehicle licence charge discount, along with a reduced motor injury insurance premium.*³⁷⁹

It is expected that the scheme will be introduced in late 2020.³⁸⁰

6.1.4.4 South Australia

South Australia has a 'Club Registration – A 90 day conditional registration scheme for Historic, Left Hand Drive and Street Rod vehicles'. Under this scheme and in recognition of their limited use, these vehicles are exempt from registration charges and only pay third party insurance premium, administration fees and a reduced emergency services levy. Vehicles owners must comply with legislative requirements and maintain their vehicles in a roadworthy condition at all times.³⁸¹

³⁷⁶ VicRoads, 'Get a club permit', <https://www.vicroads.vic.gov.au/registration/limited-use-permits/club-permit-scheme/get-a-club-permit>.

³⁷⁷ VicRoads, 'Club, rally and unregistered vehicle permit fees', <https://www.vicroads.vic.gov.au/registration/limited-use-permits/club-rally-and-unregistered-vehicle-permit-fees>.

³⁷⁸ The Government of Western Australia, Department of Transport, 'Concessions', <https://www.transport.wa.gov.au/licensing/concessions.asp>.

³⁷⁹ The Government of Western Australia, Department of Transport, 'Concessions', <https://www.transport.wa.gov.au/licensing/concessions.asp>.

³⁸⁰ The Government of Western Australia, Department of Transport, 'Concessions', <https://www.transport.wa.gov.au/licensing/concessions.asp>.

³⁸¹ South Australian Government, 'Historic, left-hand drive and street rod vehicle registration', <https://www.sa.gov.au/topics/driving-and-transport/registration/conditional-registration/historic-left-hand-drive-and-street-rod-vehicles>.

Eligibility to apply include:

Applicants must be a financial member of a recognised motor vehicle club.

Historic, left hand drive and street rod vehicles may be:

- *conditionally registered to obtain reduced fees*
- *registered for periods of one, two or three years*
- *driven on a road for up to 90 days during any one year period of registration.*³⁸²

The following conditions apply to vehicles registered under the conditional registration scheme for historic, left hand drive and street rod vehicles.

- *The vehicle cannot be driven for fee, hire or reward.*
- *The owner of the vehicle must be a financial member of a recognised motor vehicle club.*
- *Before the start of each journey, details of the journey must be recorded in a log book.*
- *The owner must make their vehicle available for inspection at the request of the Registrar of Motor Vehicles or their recognised motor vehicle club.*³⁸³

Logbooks must be:

- *issued by recognised motor vehicle clubs*
- *in a form approved by the Registrar of Motor Vehicles*
- *carried in the vehicle at all times during a journey.*³⁸⁴

6.1.4.5 Tasmania

Tasmania has separated its special interest vehicle scheme into three classes: A, B and C.

To be registered under class A, the vehicle must be:

- made at least 30 years old from the date of application
 - or be a street rod vehicle.
- in exceptional condition inside and out either in original, restored or modified condition

To be registered under class B, the vehicle must be:

- adapted and suitable for rally competitions
- applicant must hold relevant rally competition licence (CAMS or AASA).

To be registered under class C, the vehicle must be:

- adapted for charity events including TasBash, Variety and other recognised events.

³⁸² South Australian Government, 'Historic, left-hand drive and street rod vehicle registration', <https://www.sa.gov.au/topics/driving-and-transport/registration/conditional-registration/historic-left-hand-drive-and-street-rod-vehicles>.

³⁸³ South Australian Government, 'Historic, left-hand drive and street rod vehicle registration', <https://www.sa.gov.au/topics/driving-and-transport/registration/conditional-registration/historic-left-hand-drive-and-street-rod-vehicles>.

³⁸⁴ South Australian Government, 'Historic, left-hand drive and street rod vehicle registration', <https://www.sa.gov.au/topics/driving-and-transport/registration/conditional-registration/historic-left-hand-drive-and-street-rod-vehicles>.

Campervans cannot be registered under the SIV scheme.

SIV registration allows the applicant:

- 104 days of using the vehicle if registered for 12 months
- 52 days of using the vehicle if registered for six months.

In regards to the use of a logbook, vehicle use must be recorded and the logbook must be in the vehicle at all times.

Other conditions of registration include that applicants must:

- continue to have another fully registered vehicle in their name
- not use the vehicle to carry a load
- not use the vehicle for hire or reward
- maintain the competition license requirements of the particular class.

SIV registration receives a full exemption of motor tax and a reduced Motor Accident Insurance Board (MAIB) insurance rate.³⁸⁵

Costs for SIV registration are:

- Full registration fee: \$74.52 + fire levy of \$18.00
- Concession registration fee: \$38.88 + fire levy of \$12.00
- MAIB premium: \$104.00
- Registration plates: \$21.87

For special interest motorcycles, costs are:

- Full registration fee: \$74.52
- Concession registration fee: \$37.26
- MAIB premium: \$104.00
- Registration plates: \$18.63³⁸⁶

6.1.4.6 *Australian Capital Territory*

The ACT has a veteran, vintage and historic (VVH) motor vehicle registration scheme. To be eligible for the concessional VVH registration scheme, the applicant must be a member of a car club affiliated with the Council of ACT Motor Clubs. The purpose of the scheme is to provide concessional registration based on the limited use of the older vehicles by their owners as a recreation or hobby. Vehicles must be maintained in roadworthy condition.³⁸⁷

The three main categories of use under the scheme are:

- events organised or approved by clubs affiliated with the Council of ACT Motor Clubs
- occasional test runs of up to a 40km radius

³⁸⁵ Tasmanian Government, Transport Services, 'Special interest vehicle registration', https://www.transport.tas.gov.au/registration/options/special_interest_vehicle_registration.

³⁸⁶ Tasmanian Government, Transport Services, 'Breakdown of fees – light vehicle registration', https://www.transport.tas.gov.au/data/assets/pdf_file/0018/220680/Breakdown_of_Fees.pdf.

³⁸⁷ ACT Government, 'Veteran, vintage and historic motor vehicle registration', https://www.accesscanberra.act.gov.au/app/answers/detail/a_id/1801/~veteran%2C-vintage-and-historic-motor-vehicle-registration.

- specific occasions not related to club use such as weddings when permission is first obtained from the appropriate club.

VVH motor vehicles are exempt from duty upon the establishment of registration.

Costs include:

- Registration fees: \$14.30 (3 months); \$28.70 (6 months); \$56.30 (12 months)
- Government fees: \$3.40 (3 months); \$6.90 (6 months); \$13.90 (12 months)
- CTP insurance (e.g. NRMA): \$14.30 (3 months); \$26.70 (6 months); \$48.20 (12 months)³⁸⁸

6.1.4.7 *Northern Territory*

The Northern Territory has the Motor Vehicle Enthusiast Club Registration Scheme, which provides for concessional registration for eligible enthusiast vehicles. Vehicles must have a manufactured build date of over 30 years and street rods must comply with the “National Guidelines for the Construction and Modification of Street Rods” and individually constructed or individually approved vehicles. The vehicles have limited road use under the scheme to assist the owner in maintaining the vehicle in roadworthy condition for participation in approved club events. Club registration is only available to financial and participating members of a recognised club. A ‘recognised club’ is a club incorporated association under the provisions of the *Associations Act 2003* (Northern Territory).³⁸⁹

Conditions for use applicable to vehicles with club registration:

1. Approved club events, including events organised by other clubs or organisations which are supported and approved by the club.
2. Maintenance, test driving or restricted personal use.

Further conditions include:

Vehicles registered under the Club Registration Scheme are registered for 12 month periods only. A completed Form R42 is required at each application and subsequent registration renewal. The Form R42 confirms the applicant’s status as a participating member of a Recognised Club.

Each and every day, or part thereof, that the vehicle undertakes travel upon a road or road related area, irrelevant of actual distance travelled or time spent on the road, equals one day. A day is any period from 00:01 am to 23:59 pm

The 90 days are divided between approved Club Events (60 days) and maintenance, test driving or restricted personal use (30 days). A condition of the scheme is that a ‘Log book’ must be filled out to record each and every journey undertaken by the vehicle.

*The owner of the vehicle is required to ensure that a responsible person fills out the appropriate sections of the “Log book” for that vehicle prior to the start of each and every journey and at the end of each and every journey.*³⁹⁰

³⁸⁸ ACT Government, ‘Veteran, vintage and historic motor vehicle registration - fees’, https://www.accesscanberra.act.gov.au/app/answers/detail/a_id/1801/~veteran%2C-vintage-and-historic-motor-vehicle-registration#ltabs-2.

³⁸⁹ Northern Territory Government, Motor Vehicle Registry, ‘Northern Territory Motor Vehicle Enthusiast Club Registration Scheme Guidelines’, https://nt.gov.au/_data/assets/pdf_file/0015/164310/nt-motor-vehicle-enthusiast-club-registration-scheme-guidelines-final-29-march-2019.pdf, pp 4, 5, 10.

³⁹⁰ Northern Territory Government, Motor Vehicle Registry, ‘Northern Territory Motor Vehicle Enthusiast Club Registration Scheme Guidelines’, https://nt.gov.au/_data/assets/pdf_file/0015/164310/nt-motor-vehicle-enthusiast-club-registration-scheme-guidelines-final-29-march-2019.pdf, p 7.

6.1.5 Reforms suggested by stakeholders

Motorsport Australia advised that it believes the SIV scheme:

*... plays an important role in assisting more people to become involved in recreational car clubs. It also assists in allowing the cars that meet the specifications and are legitimately registered on the Scheme to be operational and utilised. It is our submission that this Scheme can facilitate the growth and retention of the recreational car club community, as it provides people with a facility to register their vehicle at a lower cost than full registration. It is accepted that there are restrictions placed on the vehicle's use, but these requirements are not unreasonable when considering the benefits of complying with the scheme.*³⁹¹

GCMGCC supported the maintenance or expansion of existing SIV scheme registration, advising:

*Owning classic vehicles is not always by the wealthy and some members often have more than one vehicle. Allowing them less expensive registration often allows our members to own a classic vehicle.*³⁹²

6.1.5.1 Scheme rules – general

Submitter Paul O'loughlin advised the committee that far north Queensland (FNQ) does not have a suitable club to enable him to participate in suitable club events for his type of vehicle. Mr O'loughlin advised:

*I really want to emphasise to you that the current legislation puts those who live in regional areas at a huge disadvantage, due to the limited opportunities that they have to use their cars, and the limited events that exist within regional areas. Based on that alone, I consider the current legislation very unfair.*³⁹³

Mr O'loughlin considers that a fairer system would be to have a vehicle logbook which allows the vehicle to be driven up to 90 times per year and that a club membership should not be mandatory.³⁹⁴

Submitter Douglas Crossman agreed, advising:

*I believe that the concessional registration system in Queensland does not serve regional car owners well. I am fortunate that both my cars are on open registration, however with a more flexible concessional registration system I would be able to transfer to this less expensive option given the limited use of my vehicles. The local vintage car club comprises older members, some being foundation members of this 46 year old club. The club does not have any IT systems, or any social media presence. This means that recent reforms to concessional registration allowing members to self nominate outings is largely not able to be implemented. In regional areas where distances are shorter and traffic volumes less, opportunities to use a concessional registered vehicle for short runs to visit friends, family outings, or even to the local shops are not legal or available. With fewer and smaller clubs, officially sanctioned events are light on and harder to access.*³⁹⁵

The All Classic Motor Club CQ Inc (ACMCCQ) noted that the SIV scheme rules require vehicle owners to be a member of a club and can only use the vehicle under the guidelines of the SIV regulations. However, ACMCCQ considers that there are many people 'abusing the system'.³⁹⁶

³⁹¹ Submission 38, p 14.

³⁹² Submission 19, p 3.

³⁹³ Submission 3, p 1.

³⁹⁴ Submission 3, pp 1-2.

³⁹⁵ Submission 33, p 1.

³⁹⁶ Submission 10, p 1.

ACMCCQ advised:

*What we are finding is that people join the club purely to get SIV registration, once they have the paperwork completed, we don't see them at meetings or club events.*³⁹⁷

To combat this issue, ACMCCQ have put participation rules in place. ACMCCQ advised:

Our club's constitution states that a person must be a member of the club for 12 months and have attended at least 3 meetings before they can approach the club's dating officers to complete the necessary paperwork. There is no regulation on this period of time and each club sets their own governing rules. Some clubs have a 3-month period and some have no set amount of time and do paperwork as soon as they join.

ACMCCQ also noted that it is aware of vehicles being used for paid events, advising it:

*... becomes even more obvious around graduation times for school leavers and the use of cars for payment at Formals and also for other events like weddings.*³⁹⁸

ACMCCQ recommended that the Queensland Government put in place clear guidelines regarding club membership enabling SIV scheme registration.³⁹⁹

NMC also commented on the potential for abuse of SIV scheme registration, advising:

*The current SIV Concessional Registration Scheme is simplistic in its application in that the applicant's car club provide the Department of Transport a document stating the applicant is a financial member of the club and list the vehicle(s) that is(are) at least 30 year old and eligible for Concessional Registration. This application procedure works fine but there is no follow up for registration renewal which can possibly lead to abuse of the scheme. The club initiating the vehicles first SIV registration has no ongoing responsibility in ensuring the member remains a financial member of the club or for that matter, another Queensland incorporated club. Department of Transport likewise have no check facility confirming club membership. The onus rest solely with the SIV vehicle owner to be compliant with the SIV schemes requirement. Instances of SIV scheme possible abuse are regularly discussed but, as a club, there is no avenue to inquire or monitor.*⁴⁰⁰

NMC also noted that the SIV scheme rules allow participation in the scheme for members of a Queensland incorporated club or the ASRF. NMC advised:

*The anomaly in this policy is that the ASRF is not incorporated in Queensland even though some of its affiliated clubs located throughout the state are Queensland incorporated. As an example, The Compact Fairlane Club of Australia is the National Club archiving and publishing the Australian built Compacts history, has membership from Compact Fairlane owners throughout Australia, but members living in Queensland are not eligible to the SIV Queensland registration scheme because the scheme is only available to Queensland Incorporated clubs. There does not appear to be a logical reason, either legislative, political, SIV monitoring or financial, from allowing Queensland residing members of an incorporated club in any Australian State or Territory to enjoy the benefits of Queensland SIV scheme as the ASRF Queensland members currently do.*⁴⁰¹

³⁹⁷ Submission 10, p 1.

³⁹⁸ Submission 10, p 1.

³⁹⁹ Submission 10, p 1.

⁴⁰⁰ Submission 16, p 2.

⁴⁰¹ Submission 16, p 1.

6.1.5.2 Scheme rules – vehicle age

Mr Dever suggested that an improvement to the existing SIV scheme would be to reduce the age of vehicle eligibility from 30 years to 25 years on the basis that this ‘would allow more vehicles out of storage and on to the road for events’.⁴⁰²

However, QHMC advised that the issue of the 30 year rolling date has previously been considered by clubs, and it was agreed that it was appropriate.⁴⁰³

The committee sought additional information from DTMR in relation the age of vehicle eligibility including the differing jurisdictional requirements and the reasons for the Queensland requirements. The department advised:

Throughout Australia, the age of vehicle eligibility for Special Interest Vehicle (SIV) Schemes varies between 25 and 30 years depending on jurisdiction. In Queensland, a vehicle must be at least 30 years old to qualify for the SIV Scheme, with an exception made for heavy buses which must be at least 25 years old.

The SIV scheme was introduced and designed to enable enthusiasts to pursue their hobby of restoring and displaying historic vehicles while receiving the benefit of cheaper registration. Following consultation, the 30-year age limit was introduced in line with this policy. Industry has generally indicated that it was satisfied with the current SIV scheme and that the scheme is flexible, cost effective, easily understood by motoring enthusiasts and does not impose any administrative tasks on motoring organisations or car clubs.

Reducing or eliminating the age limit on eligible vehicles changes the policy intent for the scheme – in that it moves away from restoration and display of historic vehicles. A change in the intent of the scheme would mean that other eligibility restrictions (such as number of trips and vehicles) may have to be explored and introduced.

Currently, Queensland's SIV scheme has no restrictions on the number of vehicles a registered operator may claim a SIV concession on, nor is there any restriction on the number of journeys these vehicles can make in a year, provided the journeys fit within the SIV scheme guidelines.

Further, expanding the eligibility of the scheme will increase the number of vehicles that will be eligible to apply for a concession. This may have impacts on revenue which in turn impacts the affordability of the scheme. The TMR concession package is carefully managed to ensure the scheme is available to those who need it and that it remains sustainable into the future.⁴⁰⁴

Committee comment

The committee is of the opinion that some vehicles under the age of 30 years would be considered classic vehicles by some MRA participants. The committee is aware of examples of these vehicles being transported to classic vehicle events because the owners do not wish to pay the full registration amount and are not eligible for SIV registration. This is particularly true for collectors with numerous vehicles as the cost of registration can be prohibitive.

The committee is of the view that some modern vehicles do not have the longevity of older vehicles and therefore vehicle age in relation to the criteria for SIV registration should be reviewed periodically.

⁴⁰² Submission 15, p 2.

⁴⁰³ Public hearing transcript, Brisbane, 3 March 2020, p 7.

⁴⁰⁴ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 8.

6.1.5.3 Scheme rules – travel distance allowed

Whilst noting their general satisfaction with the SIV scheme, HTAA advised that the scheme ‘appears to have been established with cars and utilities in mind, not heavy vehicles’. HTAA suggested that the ‘road test radius be increased from 15km from home address or point of repair to 50km from home address or point of repair, for heavy vehicles’. HTAA advised:

An increase of the 15km road test radius to 50km will assist the owners of heavy vehicles, for example,

- *Engine replacement/rebuild*
- *Engine tune (valve and injector timing settings)*
- *Transmission replacement/repairs*
- *Tyre rotation (spiders)*

*These are just a few examples of the type of work that is performed on a heavy vehicle, and to test that the work is successful or to adjust settings a road test radius that allows the vehicle to achieve operating temperature and conditions is needed.*⁴⁰⁵

Committee comment

The committee considers the recommendation made by the HTAA to increase the road test radius from 15 km from home address or point of repair to 50 km from home address or point of repair for heavy vehicles is reasonable. The committee considers that there may be many appropriate reasons that additional mileage is required.

The committee considers that this recommendation would also be of benefit to vehicle owners of not only heavy vehicles but other historic vehicles located in rural and remote areas.

Recommendation 3

The committee recommends the Queensland Government investigate options for extending the road test radius for Special Interest Vehicle Scheme vehicles from 15 kilometres to 50 kilometres from the home address or point of repair.

6.1.5.4 Logbook schemes

Some submitters⁴⁰⁶ supported the introduction of a logbook scheme similar to the schemes in place in South Australia and Victoria. Reasons cited included the restrictions on usage under the current scheme which impacts on those who reside in regional Queensland.

The Citroën Car Club of Queensland (CCCQ) supported a logbook scheme, advising:

The Citroen Car Club of Queensland believes that with further support from Government in the form of a logbook based Special Interest Vehicle (SIV) limited time use scheme, the participation and interest in marque and social car clubs will increase resulting in a greater social and economic benefit. In 2013 the QHMC surveyed members with over one third of club members indicating an interest in using a logbook scheme. The logbook scheme would allow greater participation, flexibility, and value to owners by allowing full private use of heritage vehicles during days signed in the logbook. It would additionally clarify insurance and legal aspects which under the current system present a challenge. There is no change foreseen in the road testing or safety aspect of the use of a SIV should a logbook scheme be introduced. With the vast geographical spread of our membership the scheme would allow members further afield to

⁴⁰⁵ Submission 25, p 3.

⁴⁰⁶ For example, see submission 3, 10, 12, 15, 23, 31 and 33.

*utilize their vehicle to a greater extent whereas presently they are restricted under the current event-based scheme.*⁴⁰⁷

CCCQ identified a number of negative aspects with the present scheme, including:

The current SIV scheme is not well suited to all club members who due to their occupations in retail, healthcare or emergency services or that have family, church and other commitments that occur during the weekend. A logbook scheme would allow these members to still enjoy the occasional use of their vehicles at times when events are not scheduled at a reduced registration rate and with the certainty that once they have signed their logbook, their use is clearly within legal requirements.

*A logbook system would also allow use of a vehicle to fit in with family activities and would allow integration of vehicle use with normal family activities involved in transport of goods and people. This would also provide some return for time spent driving, fuel used, and carbon pollution generated.*⁴⁰⁸

In addition to the above, CCCQ also noted additional negative factors, including:

- *Only suitable for the really dedicated enthusiast, not flexible enough to attract new younger interested parties.*
- *Current scheme suits large clubs covering small geographic area with frequent club events.*
- *Mostly does not offer value for money due to limited opportunities to use SIV*
- *Suited to club members with available time and funds rather than families which are generally time poor and have extensive family related commitments.*
- *Better suited for active locally broad-based clubs rather than state-wide marque clubs in terms of arranging and being able to participate in club events.*
- *Requires repeated interpretation of rules (people seem to have increased difficulty with this – different interpretations of rules can leave owners of SIV at risk of fines or bankruptcy if there is a bad accident)*⁴⁰⁹

CCCQ considered the following benefits would be derived from a limited day/annum-based logbook scheme:

Increase compliance with guidelines for usage of SIV allowed within the scheme,

- *More currently unregistered cars would become SIV registered,*
- *It would attract younger members to join vehicle clubs and participate in charity events*
- *Less interpretation of club-based event rules would be required.*
- *suitable for an enjoyable outing in the SIV.*
- *Ability to enforce would be improved under the logbook option - Is logbook filled out for intended purpose?*
- *SIV would be seen more and appreciated by the public.*⁴¹⁰

⁴⁰⁷ Submission 31, p 1.

⁴⁰⁸ Submission 31, p 2.

⁴⁰⁹ Submission 31, p 2.

⁴¹⁰ Submission 31, p 2.

Mr Crossman supported the use of logbook schemes for owners in regional areas, advising:

*I have driven a car under the South Australian Log Book system, and have been with people operating under the Victorian system. I believe a similar Log Book system with unrestricted use for a limited number of days in a year would suit Queensland well. It would allow more flexible and regular vehicle use, helping vehicle owners to keep cars better maintained.*⁴¹¹

The committee sought further information from the department regarding the inability of vehicle owners in rural and regional areas to participate in events. DTMR advised that this issue was one of the reasons they introduced impromptu events:

*It is ideal for a person who is isolated, who cannot get to club events and therefore cannot make use of the full benefits of the scheme. There is the ability to work with a club to set up an event quite easily for them to undertake a local drive, but it has to be within the club, sanctioned by the club, because we do not want it turning into some sort of general registration situation.*⁴¹²

ACMCCQ recommended changing the current SIV scheme to a logbook system on the basis that there would be 'less ability to abuse the system' as owners would be paying to use the vehicle. ACMCCQ suggested:

*... members pay for set amount of days and can choose when they drive for example when they pay your Registration, they could choose to purchase 30, 60 or 90 days. The date and odometer reading entered into the log book before travelling and again at the completion of travelling on that day. Once these days have been used they then have the choice of purchasing more days. It will still be compulsory to be a member of a club but this helps to eliminate the people that get SIV registration and abuse the system. This will help to prevent drivers using their vehicles as everyday drivers as they would have to purchase more days and it could end up being more expensive than paying normal registration.*⁴¹³

NMC also suggested that a logbook scheme would have a greater impact in preventing scheme abuse, advising:

*On SIV registration renewals, log books are only given to members who have club confirmed financial membership status.*⁴¹⁴

NMC advised the committee that it believes there are many vehicles that are modified but not certified before being registered. NMC advised that its members are:

*... in favour of the logbook system because basically they are scrutinising the vehicles officially for the department of transport. There are obviously safety benefits as well as compliance benefits with having SIV logbooks.*⁴¹⁵

NMC suggested that a:

*... logbook system for SIV registration could be in either the electronic app format or a paper book, and be expanded permitting the owner of multiple vehicles to use a number plate transferrable between the roadworthy vehicles owned by him and as recorded in the club's records. That is similar to the current trade plate use.*⁴¹⁶

⁴¹¹ Submission 33, p 2.

⁴¹² Public hearing transcript, Brisbane, 15 June 2020, p 10.

⁴¹³ Submission 10, p 2.

⁴¹⁴ Submission 16, p 2.

⁴¹⁵ Public hearing transcript, Brisbane, 17 February 2020, p 8.

⁴¹⁶ Public hearing transcript, Brisbane, 17 February 2020, p 4.

With regard to logbook schemes used in other jurisdictions, Mr McLaren advised:

In March 2016, in an article written about the Log Book trial in NSW it was claimed, that there is no additional cost to car owners to take part in the NSW Trial and that the 60 days of use a year is in addition to the benefits offered under the current scheme i.e. Club runs.

NSW has introduced the scheme because it realises that increasing the use of historic vehicles will boost the State economy, by increasing support for businesses and tradesmen (restoration, parts etc.)

NSW accepts that this is already a big part to the State's economy. The vehicles are low risk because they have an extremely low profile of accidents.

NSW also pointed out that State Governments are working towards uniformity in their regulations (called "harmonisation of laws")

Also significant is the fact that NSW and other States accept that the costs of implementation should be borne by the Government, not motorists.⁴¹⁷

Mr Dever also supported the option of a logbook scheme as it may 'provide more flexibility in vehicle usage'.⁴¹⁸

However, Mr Malone, who has participated in DTMR's MOCC, advised:

One of the biggest disadvantages of logbooks is the large burden of additional work on the clubs to administer them. In addition, record falsification (writing entries in pencil and erasing them if not challenged, or not completing the entry until the end of journey or at all) have become serious compliance issues in these states. QPS had expressed to MOCC members that they were not in favour of logbooks in Queensland for the same reasons. Our current Special Interest Vehicle (SIV) scheme is much simpler to operate, gives a good degree of freedom and has the widespread support of users state-wide.⁴¹⁹

Mr Malone advised that the issue of logbooks was studied extensively by the MOCC in 2013–14, including seeking feedback from MOCC participating clubs and their members. The results of this work revealed:

- 57.9 per cent wanted to retain the existing scheme
- 29.1 per cent favoured the existing scheme but with all Sundays treated as a free day
- 13 per cent favoured logbooks
- 87 per cent were not prepared to pay any extra and 10 per cent were prepared to pay up to \$50 more and a very small percentage were prepared to pay more than \$50
- DTMR's costings showed that every 'extra-use' option would cost more
- 77 per cent of clubs were not prepared to perform the extra work that would be required to manage a logbook scheme
- Extra administration in clubs would see club membership fees would need to rise.⁴²⁰

⁴¹⁷ Submission 12, p 3.

⁴¹⁸ Submission 15, p 2.

⁴¹⁹ Submission 54, p 2.

⁴²⁰ Submission 54, p 2.

In summary, Mr Malone advised:

*... the case for logbooks was clearly defeated in Queensland in 2014, and I believe sentiment has not changed over the last five years. The vast majority of users support the current scheme and only a very small minority continue to agitate for logbooks.*⁴²¹

The HTAA also stated that it was not in favour of logbooks, advising:

*The majority of the vehicles in our club fall into the category of heavy vehicles and we are required to operate our vehicles under the transport operations regulations. This means that we already operate a national work diary or logbook, which is a formula of allowed rest and driving periods that is enforced by the QPS and Queensland Transport inspectors. Any breach of those regulations will incur severe penalties. We operate under the same rules as all other heavy trucks on the road. Therefore, we are not in favour of introducing another logbook into our system, which would add more levels of administration, responsibility and compliance.*⁴²²

The VCCA also did not support logbooks, advising:

*... with a veteran car we do not have the ability to use our car the same as some of the more modern vehicles in the historic fleet and log books really do not help us at all.*⁴²³

6.1.5.5 National scheme

RCC noted that each state and territory government establishes its own definition of what qualifies as a SIV. RCC suggested that there should be a national SIV scheme.⁴²⁴

6.1.5.6 Cost of schemes

The cost of SIV scheme registration was raised by stakeholders in various contexts. Some stakeholders compared the cost of the Queensland scheme with equivalent schemes in other jurisdictions. Other stakeholders commented on the impost of the scheme for owners with multiple vehicles. VCCA(Q) raised the issue of owners of using trailers towed by fully registered vehicles to transport their vehicles to events and the low impact of their vehicles on roads.

VCCA(Q) and QHMC consider that veteran vehicles are 'a very different group to the rest of the historic fleet'.⁴²⁵ VCCA(Q) advised:

... almost all of our members choose to own car trailers to transport their vehicles to participate in events even when these are within the greater city area. When we travel to events, we are not using our veterans on the road, we are travelling in our modern vehicle, usually a 4WD, which is fully registered for road use and a trailer which is also fully registered.

*Our veterans would in most years cover less than 1000 kilometres on the road and for that we pay a registration fee, including the Special Interest Vehicle concession, of \$92.60. Even at this much reduced rate it is still an excessive fee when compared to the rest of the private fleet in Queensland. If you compare that with the 4WD tow vehicle which is covering on average, \$15,000 kilometres a year and paying \$508.85 in registration fees, it is only being charged \$33.92 per 1000 Kilometres. Compared that to the veteran at \$92.60 per 1,000 kilometres, the registration for our veteran vehicles is nearly three times more expensive on a per 1,000 kilometre basis.*⁴²⁶

⁴²¹ Submission 54, p 2.

⁴²² Public hearing transcript, Brisbane, 3 March 2020, p 2.

⁴²³ Public hearing transcript, Brisbane, 3 March 2020, p 3.

⁴²⁴ Submission 7, p 6.

⁴²⁵ Submission 26, p 6 and Submission 30, p 14.

⁴²⁶ Submission 26, pp 6-7.

VCCA(Q) also noted that their vehicles are light vehicles and therefore have minimal impact on the road surface. VCCA(Q) advised:

... the heaviest would be no more than 1,500 Kg with most under a 1000Kg and our speeds range from 40 to 80 KPH. The daily distances covered in a typical tour are 60 to 120 kilometres, mainly on quiet country roads.⁴²⁷

Both VCCA(Q) and QHMC suggested that the traffic improvement fee should be waived for the veteran fleet because of their low impact and limited use and owners pay the traffic improvement fee through the vehicle that is used to tow the veteran vehicle.⁴²⁸ QHMC called for the removal of both the registration and traffic improvement fees from registration costs for veteran vehicles.⁴²⁹

QHMC also commented on the ability of veteran vehicle owners to drive their vehicles on public roads due to the age of the vehicles. QHMC advised:

Despite the high standard of maintenance provided by the vehicle owner the vehicles are not suitable for highway cruising in the modern era. The display of operating veteran vehicles is significant at events around Australia so to attend such events the owners often invest in a good tow vehicle plus either purchase or hire a car trailer so that they may transport the veteran vehicles to event locations. The cost to register a car trailer is now over \$200 yearly, plus maintenance and other cost of ownership or hire trailers start at over \$200 for a weekend hire.⁴³⁰

Mr McLaren advised the committee that the SIV scheme registration in Queensland costs owners 'considerably more than all other States'. Mr McLaren considers that:

There should be consideration by the Government of redressing this imbalance to bring costs in line with other States.⁴³¹

Mr McLaren provided the following comparison:

In Queensland, when registering a SIV vehicle, we are charged a traffic improvement fee of \$57.30, the same fee also charged for a fully registered vehicle, yet it is recognised that SIV vehicles are not able to be used as frequently and as freely as a fully registered vehicle. We have a registration fee of \$92.60 at the moment, and a compulsory third party insurance fee of \$81, a total all up of \$230.90 per vehicle. In New South Wales, both the registration fee and the compulsory third party insurance total is \$66. The cost of registering a SIV vehicle in Queensland is almost four times the cost in New South Wales. In Queensland, on registering a SIV vehicle, we are charged a stamp duty between four per cent and six per cent, based on its current value, whereas in New South Wales the same vehicles are exempt from stamp duty.⁴³²

Mr McLaren stated:

The more SIV vehicles that come onto the roads here in Queensland, the more industry and employment there will be for servicing and maintaining these vehicles. Lowering the cost of the Queensland government's fees and taxes would go a long way to help achieve a more equitable and fair comparison with other states and no doubt would encourage more heritage vehicles to be restored in Queensland.⁴³³

⁴²⁷ Submission 26, p 6.

⁴²⁸ Submission 26, p 7 and Submission 30, p 14.

⁴²⁹ Submission 30, p 14.

⁴³⁰ Submission 30, p 10.

⁴³¹ Submission 12, p 1.

⁴³² Public hearing transcript, Brisbane, 3 March 2020, p 6.

⁴³³ Public hearing transcript, Brisbane, 3 March 2020, p 6.

AMVCQ suggested a reduction in the cost of SIV scheme registration would entice more people to the 'old car movement'. AMVCQ suggested:

If the cost of SIVS registration were to be similar to the southern states, NSW at around \$60 per year, Victoria 30 or 90 day usage options for less than \$100 per year, South Australia less than \$100 for 90 days use, there would be more people within the old car movement restoring cars and driving them, as well as opening the hobby to some people who stay away from the hobby because of the cost of registration compared to the other States.⁴³⁴

Mr McLaren supported this view, advising:

As an incentive to the Heritage Vehicle movement, relaxation of financial imposts encourages an increase in participants in the motor recreational industry. Overseas in UK and NZ, older vehicles are not taxed or subject to fees, because of a recognition of this factor and it's "flow on" effects.⁴³⁵

Mr James also supported the abolition of registration fees for all vehicles over 30 years of age as has been done in New Zealand and the United Kingdom.⁴³⁶ The Lancia Club Queensland Inc (LCQ) noted that 'vehicles made before 1979 (rolling 40-year cut off point) are exempt from vehicle tax (registration fees) in the UK'.⁴³⁷

VCCA(Q) also commented on the registration schemes in Britain and Europe, advising:

Veteran vehicles are given free registration in Britain and some European countries, not only because of the issues discussed above but also because they value their heritage.⁴³⁸

VCCA(Q) suggested that 'a study be taken of how Britain and some European countries regard their history where Veteran vehicles are concerned'.⁴³⁹

VCAQ also supported a reduction in the cost of historic vehicle registration, advising:

England and New Zealand have now recognised the benefits of having Historic Vehicles on the roads and both countries have implemented legislation resulting in nil registration costs for Historic vehicles.⁴⁴⁰

KAGC also conveyed its concern that:

... there is a need for a review of the Special Interest Vehicle registration scheme (SIV) administered by TMR, with regard to the relaxation of the rules relating to personal use of SIV registered vehicles, as exists in other states such as Victoria with a log book scheme with responsibility for use of the vehicle resting solely with the owner.

Many of the members of Kustoms of Australia own several vehicles and pay considerable registration fees to TMR, in my case 5 vehicles, but I am only one driver. There must be a way of making the pursuit of our hobby simpler and cheaper.⁴⁴¹

⁴³⁴ Submission 9, p 3.

⁴³⁵ Submission 12, p 2.

⁴³⁶ Submission 20, p 1.

⁴³⁷ Submission 50, p 1.

⁴³⁸ Submission 26, p 7.

⁴³⁹ Submission 26, p 7.

⁴⁴⁰ Submission 18, p 4.

⁴⁴¹ Submission 23, p 2.

In relation to this issue, DTMR advised:

Any extension of concessions or discounts would need to be balanced by collecting revenue from other sources or cutting State Government expenditure in other key delivery areas.⁴⁴²

6.1.5.7 Compulsory third party insurance

QHMC also commented on the cost of CTP insurance, advising:

... fees are calculated and administered by the relevant insurance companies it is considered that as the \$81.00 CTP Insurance Premium is calculated based on estimated usage and relevant liability when travelling on gazetted roads. It should be considered that the 'risk factor' covered by the CTP is greatly less for a Veteran Vehicle due to the limited kilometres actually travelled and in this regard it is believed that there is scope to have the CTP Insurance premium reduced.⁴⁴³

In relation to the cost of the insurance component of the SIV registration, the department advised:

The Compulsory Third Party (CTP) Insurance scheme in Queensland is regulated by the Motor Accident Insurance Commission, with TMR acting as a collection agent only for CTP insurance premiums on behalf of licensed insurance companies.

It is important to recognise that CTP insurance for light vehicles receiving an SIV concession is \$80.00 for twelve months as at 1 July 2020. In comparison, CTP insurance for a privately owned four-cylinder vehicle is \$351.60 as at 1 July 2020.

This already significant reduction reflects the limited road use that applies to vehicles receiving the SIV concession.⁴⁴⁴

6.1.5.8 Multiple vehicle registrations

Stakeholders raised the issue of the ownership of multiple vehicles.

QHMC advised:

Club members may own one or several historic vehicles with quite a few private collections of five or more original/restored vehicles owned by one member, some private collections [can] be 20 + vehicles. This is specifically relevant to the veteran and vintage motorcycle fraternity who require a lot less storage area to house the motorcycles.⁴⁴⁵

NMC also commented on the cost of registration, particularly for enthusiasts with multiple vehicles, advising:

The SIV concessional registration scheme is the mobile museum alternative for automobile enthusiasts who do not have the resources on hand to develop a museum for the public to visit. Collectable classic cars, bikes, tractors, trucks etc can be lovingly restored and/or reconstructed and viewed and enjoyed by many whilst being driven or displayed on SIV approved club outings. Clubs assist in fostering restoration which results in many club members owning several of these collectable vehicles. It is an expensive process in sourcing, restoring and maintaining these vehicles and even the concessional registration annual charge is a burden to the owners who have saved several collectable vehicles.⁴⁴⁶

⁴⁴² Department of Transport and Main Roads, correspondence dated 3 July 2020, p 11.

⁴⁴³ Submission 30, p 15.

⁴⁴⁴ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 9.

⁴⁴⁵ Submission 30, p 4.

⁴⁴⁶ Submission 16, p 2.

NMC suggested:

An alternative to multiple SIV registrations could be the implementation of a registration plate (number plate) that is transferable between eligible SIV's owned by an individual club member. This transferable plate would be similar to the Trade Plate used by the Motor Industry but would be limited to be used by an individual who has custodianship (ownership) of multiple vehicles.⁴⁴⁷

QEMSC raised the same issue in relation to motorcycles, advising:

... most of our members also ride road registered motorcycles and usually own a number of motorbikes. Therefore, we also have an interest in the SIV scheme. As you can imagine, it is very costly to maintain the registration on many bikes. Consequently, we ask government to introduce a fairer scheme similar to those in other states. After all, we can only ride one motorcycle at a time.⁴⁴⁸

In relation to schemes in other jurisdictions, QEMSC advised:

I believe that in Victoria you can have four motorcycles registered under their scheme, whatever it is called, and you have to keep a logbook on it. You can ride each one of those motorcycles for up to 90 days per year. Here we are very limited. You can only use your motorcycle for a very small distance unless you are taking it to or from a place of repair. In the UK there is a scheme where the owner is registered a licence and not the bike, so if you own 100 motorcycles you can ride any of those as long as they are log booked and registered to you as the owner. As we all keep saying, you can only ride one machine at a time.⁴⁴⁹

RACERS supported the suggestion noting that the purpose of the SIV scheme is to ensure that these vehicles are preserved and used. RACERS noted that it is unlikely that a multi-vehicle registration scheme would be abused:

With the highway monitoring systems that you have nowadays it is not going to be too hard to see how many times that plate has been used. But I can only drive one car at once anyway, and if I am the only person who is allowed to drive that car—given the impoundment laws in this state, I can assure you it would stay that way—why would you want to go and register every individual vehicle?⁴⁵⁰

DTMR explained why owners of multiple cars are required to register all of their vehicles:

Each vehicle needs its own unique identifier for enforcement purposes, and registering it as a person would not allow enforcement to as easily identify a vehicle or understand which vehicle was being driven by a particular individual. Whilst I appreciate that someone who has multiple vehicles might see an opportunity to reduce costs and I agree that they might not drive all vehicles at any given time, of course, that would also apply to a business or a family that might have multiple vehicles, for example, but may not drive all vehicles at any given time. It is one of those things where you just have to find the right balance and make sure. That is why special interest vehicle registration is significantly cheaper than your standard registration. For example, a lot of vintage vehicles are V8s, and V8s in that category are about one-fifth of the price. Theoretically, you could have five of those vehicles for the same cost as one that is not on the SIV scheme.⁴⁵¹

...

⁴⁴⁷ Submission 16, p 2.

⁴⁴⁸ Public hearing transcript, Brisbane, 18 May 2020, p 7.

⁴⁴⁹ Public hearing transcript, Brisbane, 18 May 2020, p 11.

⁴⁵⁰ Public hearing transcript, Brisbane, 17 February 2020, p 10.

⁴⁵¹ Public hearing transcript, Brisbane, 15 June 2020, p 9.

Our entire system is based on two premises. One is that each person has one licence and therefore a single identity in relation to licensing. The same applies to vehicles. I am also involved in the shipping side of things, and I can assure you that in shipping we do not have a national identity system for boats. That causes quite a number of issues nationally for us. It is something they are working towards trying to achieve for vehicles in the boating space. I probably do not need to tell you the issues for police that come out of having multiple vessels on a single identity. It can happen, unfortunately. I would just say that our entire system really is based around an identifier for each vehicle, a VIN number with a registration plate. That is pretty much key. Being able to transfer that opens up numerous opportunities for people you do not want having those opportunities.⁴⁵²

6.1.5.9 Impromptu Events – stakeholder comments

Whilst welcoming of the impromptu event initiative, some stakeholders raised issues in relation to the scheme.

ACMCCQ considered there is confusion around what constitutes an impromptu event, advising:

We are aware that some clubs have made an on line register where members simply write that they are going somewhere in their SIV registered vehicle, with the view that is all that is required.

Surely there should be, at the very least, some form of ratification by the Club Committee, with a minimum lead time, so that the run can be validated as conforming to the requirements.⁴⁵³

ACMCCQ recommended that the government put in place clear guidelines regarding rules relating to what constitutes an impromptu event.⁴⁵⁴

6.1.6 **Committee comment – special interest vehicle schemes**

The committee noted that there was little consensus amongst industry stakeholders for a particular change to the existing SIV scheme arrangements other than those identified separately in the relevant section of this report. The committee is satisfied that the existing scheme works satisfactorily for the majority of participants.

The committee also notes that the department consults regularly with stakeholders through the MOCC and implements adjustments to the scheme where appropriate. The inclusion of the impromptu events amendment is a positive example of this.

6.2 **Other registration reforms**

6.2.1 **Recreational motorcycle registration**

Submitter Jai Smith recommended a recreational motorcycle registration be available for Queensland and motorcycle riders to make recreational motorcycle riding more affordable for families. Mr Smith stated:

Recently there has been more restrictions for unregistered bikes riding in forests. I have a registered trail bike but it's a different riding experience to the unregistrable motorbike I have.

Rec registration like in other states will allow me to ride my unroadworthy bike in the bush with registration and insurance.

This is not asking for anything out of the ordinary but a rec rego would open up many more options for riders and mainly kids who obviously dont own bikes with lights and blinkers.

⁴⁵² Public hearing transcript, Brisbane, 15 June 2020, p 9.

⁴⁵³ Submission 10, p 1.

⁴⁵⁴ Submission 10, p 1.

*Some motorcycle parks are hours away by car with high per person admission costs. Public land that is currently being used for riding should be accessible to families and all types of motor bikes through a basic AFFORDABLE rec rego.*⁴⁵⁵

FCAI also commented on this issue, advising:

It should also be noted that there is a small sector of off-road riding, utilising either ATVs or, increasingly, SSVs. These vehicles allow a different type of person, the ability to get out into the country, and where allowed, to experience the tracks and trails on a stable and relatively comfortable 4 wheel vehicle. This also allows them to carry equipment, to facilitate other types of outdoor activities, such as fishing, and hunting.

*Legally using an ATV or SSV is sometimes a challenge, as obtaining the appropriate registration for the vehicle, to allow public land access, can be difficult. A great benefit for these vehicle type users would be a form of "recreational registration", whereby state forest access (public land access) could be legally allowed with appropriate safety standards being maintained (i.e. Helmet use, some form of licencing and insurance). This is long overdue, and should be resolved as a matter of some urgency by the Queensland State Government (and other State Governments, for that matter).*⁴⁵⁶

FCAI suggested that:

Queensland would benefit significantly from a "Recreational Registration" scheme, similar to that being run in Victoria (in regard to motorcycles) and similar to that being run in Tasmania (in regard to ATVs and SSVs).⁴⁵⁷ Victoria has a recreational motorcycle registration scheme which provides a low cost option for motorcycle riders who wish to only operate their motorcycles on country roads with light traffic.⁴⁵⁸ The scheme stipulates minimum safety and construction requirements, including safety lighting. The scheme applies a number of conditions for operating the motorcycles including:

- *recreation motorcycles are only permitted to be operated on roads (except declared freeways and arterial roads, including roads formerly designated as forest roads, under the Road Management Act 2004) that are:*
 - *located outside "built up areas" as defined by speed zones of less than 100 km/h, or*
 - *those areas that are not a road and are solely for the training and assessment of a holder of a motorcycle learner permit by an organisation approved by VicRoads for that purpose*
- *the vehicle must not carry any load or a person other than the rider*
- *the rider must wear a protective helmet of the type approved under the Road Rules Victoria.*⁴⁵⁹

⁴⁵⁵ Submission 1, p 1.

⁴⁵⁶ Submission 35, p 4.

⁴⁵⁷ Submission 35, p 4.

⁴⁵⁸ VicRoads, Information Bulletin, *Recreation motorcycle registration*, April 2014, p 1.

⁴⁵⁹ VicRoads, 'Register a motorcycle', <https://www.vicroads.vic.gov.au/registration/new-registration/register-a-motorcycle>.

6.2.2 Rally vehicle registration scheme

The Queensland Rally Vehicle Registration Scheme (RVRS) commenced in April 2015. The scheme allows for the operation of a rally vehicle under the Guideline for the Queensland Rally Vehicle Registration Scheme and applies only to rally vehicles that have a current Authority to Operate.⁴⁶⁰

The conditions of use include:

- A rally vehicle must not be used on a road unless it is registered.
- A rally vehicle must not be used on a road unless the operator has a current Authority to Operate for the vehicle.
- A rally vehicle may only be used on a road:
 - To road test the vehicle within a 15 kilometre radius from the place where the vehicle is garaged
 - To travel in order to have the vehicle repaired with supporting evidence
 - To participate in a multi-stage rally competition sanctioned by Motorsport Australia
 - For practice, publicity, display or training associated with an event sanctioned by Motorsport Australia conducted at the venue or on the event route
 - To transport the vehicle to and from an event sanctioned by Motorsport Australia conducted at the venue or on the event route
 - For course checking for an event sanctioned by Motorsport Australia
- The operator must carry a copy of the current Authority to Operate issued for the vehicle and appropriate motor sport licence or accredited Motorsport Australia Course Checker accreditation.
- A rally vehicle may be used in motorsport event other than the event as identified above if the event is held on private property or closed roads.⁴⁶¹

In relation to the Authority to Operate, the guidelines identify that Motorsport Australia decides on applications in accordance with an Administrative Arrangement. The guidelines stipulate that in addition to having a driver licence, a person:

- must apply to Motorsport Australia for and be issued with an Authority to Operate
- must have a copy of the Motorsport Australia Vehicle Logbook for the vehicle
- must obtain a RVRS inspection form from a motor sport licensed inspector and have the RVRS inspection form completed not more than 28 days before the application is made
- have proof of origin for the vehicle.⁴⁶²

⁴⁶⁰ Department of Transport and Main Roads, *Guideline for the Queensland Rally Vehicle Registration Scheme*, May 2020, p 4.

⁴⁶¹ Department of Transport and Main Roads, *Guideline for the Queensland Rally Vehicle Registration Scheme*, May 2020, p 5.

⁴⁶² Department of Transport and Main Roads, *Guideline for the Queensland Rally Vehicle Registration Scheme*, May 2020, p 6.

Motorsport Australia advised:

*The implementation of the Queensland Government's Rally Vehicle Registration Scheme was seen by CAMS and its affiliated car clubs as a positive step to increasing the number of people who continue in or take up competing in Rally events as a motorsport activity. Recent changes to this Scheme have had a negative impact on participation levels and this will, in the long term, impact the sustainability of rallying in Queensland.*⁴⁶³

BSCC advised:

*This standard of CAMS oversight and management of the eligibility of rally cars for use on public roads has been the catalyst for the Qld Department of Transport and Main Roads to allow special conditional registration for CAMS approved rally cars under the Rally Vehicle Registration Scheme (RVRS). This allows the conditionally registered rally vehicle to be driven on public roads to and from CAMS Rally events and for limited testing/repairs etc. This conditional registration scheme has proven to be very successful and progressive fine-tuning of some aspects of the guidelines will improve its efficacy.*⁴⁶⁴

BSCC elaborated that the RVRS 'is an advance on the special interest vehicles one, and it focuses particularly on vehicles that have undergone thorough scrutineering and eligibility checks by registered inspectors'.⁴⁶⁵

Victoria also has a Rally Permit Scheme which 'caters for vehicles used in rallies organised by a national motor sport organisation recognised by VicRoads'. The conditions of the scheme are:

1. *A rally permit is a 12 month unregistered vehicle permit (UVP) which permits the use of a vehicle for the following purposes:*
 - *during approved rallies conducted by a club affiliated with a national motorsport organisation approved by VicRoads*
 - *associated transport stages of an approved rally*
 - *travelling to or from an approved rally*
 - *in testing the vehicle for an approved rally (letter from CAMS permitting test is required)*
 - *for reasonable travel to and from a place of repair and for reasonable testing to confirm repair.*
2. *The operator of the vehicle must be the holder of a:*
 - *current National Rally Licence (or higher level competition licence); or*
 - *a current International Rally Licence, or*
 - *an alternative competition licence approved by VicRoads.*
3. *A log book of a type approved by VicRoads must be maintained and carried in the vehicle when in use (CAMS logbooks are the only approved type).*
4. *The permit is not transferable.*⁴⁶⁶

⁴⁶³ Submission 38, p 14.

⁴⁶⁴ Submission 37, p 2.

⁴⁶⁵ Public hearing transcript, Brisbane, 17 February 2020, p 5.

⁴⁶⁶ VicRoads, 'Rally permits', <https://www.vicroads.vic.gov.au/registration/limited-use-permits/rally-permits>.

6.2.3 Conditional registration scheme

DTMR advised the committee that it provides a Conditional Registration Scheme (CRS) to:

... provide vehicle registration for vehicles that do not comply with standard regulations (Australian Design Rules for example) but still have a genuine need for limited access to the road network. This limited access supports a range of businesses throughout Queensland, both within the transport sector and other industries.

CRS vehicles include eligible agricultural, construction and recreational vehicles. Recreational vehicles can include off-road motorcycles, golf buggies, and quad bikes to name a few. Conditionally registered vehicles must comply with the conditions for use outlined in the Guideline for conditionally registered vehicles in Queensland (Form 17).⁴⁶⁷

6.3 Registration of left-hand drive vehicles

Under Queensland legislation, all light vehicles (GVM not exceeding 4.5 tonnes) that are less than 25 years old must have a RHD.⁴⁶⁸

However, international tourists and foreign defence personnel are permitted to bring their foreign registered LHD vehicles into Australia to use while they are on holidays or on defence exchange in Australia under a temporary registration scheme.⁴⁶⁹

LCQ advised it was difficult to register imported LHD Lancia vehicles in Queensland, stating:

Some models were only made in LHD and these have safety equipment and design regulations equal and in some cases higher than the Queensland/Australian regulations. Because they were not sold here originally, it seems to be more difficult to register them here (usually as occasionally driven collectors' cars).⁴⁷⁰

LCQ sought consideration of the safety and design regulations for the vehicle's origin to be taken into account during the importation and registration process.⁴⁷¹

Mr Malone also commented on the issue of LHD vehicles in the historic vehicle fleet. Mr Malone advised that a nation-wide policy allowing registration of an historic vehicle, at least 30 years of age and in LHD configuration, was adopted in 1999, with Queensland changing their rules in October 1999. Mr Malone advised that LHD vehicles were originally banned in 1949 at the request of Victorian Police as they put 'the motorist at a disadvantage compared to other road users'.⁴⁷²

Mr Malone noted that since the ban was overturned 'LHD vehicles have not caused a safety issue on Australian roads' and 'accidents are almost unheard of'. Mr Malone questioned why registration of LHD vehicles is limited to vehicles over 30 years of age. He advised:

In Western Australia they see 15 years as a suitable age for a vehicle to transition into an enthusiast category and allow LHD registration. The recent Motor Vehicle Standards Act (MVSA) national reforms now see a rolling 25 year import benchmark for historic vehicles rather than the 30 year measure which came to an end in 2019, 30 years after the introduction of the original

⁴⁶⁷ Submission 48, p 6.

⁴⁶⁸ Queensland Government, 'Left hand drive vehicles', <https://www.qld.gov.au/transport/registration/register/left>.

⁴⁶⁹ Queensland Government, 'Left hand drive vehicles', <https://www.qld.gov.au/transport/registration/register/left>.

⁴⁷⁰ Submission 50, p 1.

⁴⁷¹ Submission 50, p 1.

⁴⁷² Submission 54, p 11.

*MVSA in 1989. Newer vehicles are also of greater safety standards than the older ones, so you'd think either 15 or 25 years would be a step in the right direction?*⁴⁷³

In addition to the safety aspects, Mr Malone noted that vehicles under the current age limits require costly conversion to RHD. Mr Malone advised:

The ban was somewhat unique to Australia - other countries saw no issue and their accident statistics were not over-represented with vehicles in the opposite configuration to the majority of their road users. Australia's ban did give rise to a cottage industry of Right Hand Drive conversions, but the quality of this work was questionable in many cases, as well as the devaluation of historic vehicles by virtue of the major changes made.

...

*Presently in the local Queensland car scene, the majority of older American vehicles are in LHD configuration. RHD examples are not common as they once were. In some cases, owners of older converted vehicles have converted them back to LHD. Many RHD converters have ceased business, no longer providing parts or support for their customers from prior to 1999. Many RHD conversions involved custom parts which are difficult or even impossible to source now. This has led to a high attrition rate of the older RHD conversions. The LHD cars, by comparison, can use the full range of parts from the American aftermarket. The value of these cars is retained and enhanced. Clearly it has become the popular choice for American historic vehicle enthusiasts in Queensland.*⁴⁷⁴

In relation to LHD registration, Mr Malone advised:

*DTMR does have the ability to issue an exemption to the 30 year LHD limitation allowing a newer LHD vehicle to be registered in Queensland. I have seen this occur on rare occasions. This ability may be an easy way to offer enthusiasts some more freedoms in this area, possibly further controlled by limiting it to the representation of the car club they belong too. Clearly road safety outcomes will not be compromised and we have 20 years' worth of LHD experience to prove that.*⁴⁷⁵

Mr Malone suggested:

*That the Government look at relaxing the current 30 year restriction on full-registration of Left Hand Drive vehicles to 25 or even 15 years as a concession to enthusiasts given the 20 years' worth of exceptional safety outcomes for vehicles over 30 years of age. This could be possibly limited to applications being made by recognised incorporated car clubs on behalf of their members and be granted by way of an exemption to current laws.*⁴⁷⁶

⁴⁷³ Submission 54, p 11.

⁴⁷⁴ Submission 54, p 11.

⁴⁷⁵ Submission 54, p 12.

⁴⁷⁶ Submission 54, p 12.

NMC also commented on this issue, advising:

*Currently the Commonwealth permits the importation of LHD vehicles that can be driven on Australian roads without being converted to RHD if the vehicle is 25 years old or older. This 25 year age could be adopted by Queensland and other states and territories for SIV concessional registration eligibility in lieu of the current 30 year age. Surely a coordinated uniform set of requirements is easier to adopt and enforce.*⁴⁷⁷

Committee comment

The committee notes that this issue relates to the Australian Design Rules (ADRs). However, the committee notes differences still occur across Australian jurisdictions. In NSW, Victoria, Tasmania and ACT the minimum age of LHD vehicles is 30 years. In South Australia ordinarily the 30-year-age limit applies; however, vehicle owners can participate in a 'Club Registration' which provides a 90-day conditional registration scheme for historic, LHD and Street Rod vehicles. This type of registration allows LHD vehicle to be driven on a road for up to 90 days during any one year period of registration. No vehicle age restrictions apply for LHD vehicles under this registration type.⁴⁷⁸ In the Northern Territory personally imported vehicles not over 4.5t GVM may be registered in RHD or LHD configuration regardless of age.⁴⁷⁹

The committee notes that the *Road Vehicle Standards Act 2018* (Cwlth) (RVSA) and associated Road Vehicle Standards Regulations passed the Federal Parliament in late 2018 and the Road Vehicle Standards Rules 2019, which cover the operational aspects of the RVSA, were made in February 2019. The purpose of this legislation is to 'deliver an updated and modernised system to regulate the first provision of road vehicles to the Australian market'. The RVSA legislation is being phased in, and the new regulatory framework is anticipated to be fully implemented by July 2021.⁴⁸⁰

Evidence provided to the committee identified the following in relation to registration of LHD vehicles:

- inconsistent application age restrictions across Australian jurisdictions
- allowing foreign registered LHD vehicles and allowing vehicles older than 25 years to be driven on Queensland roads
- the additional costs for LHD vehicle owners who are required to comply with RHD conversions as well as a lack of access to skilled tradesman and spare parts for RHD conversions
- a reasonable safety record, as articulated by stakeholders, for those LHD vehicles allowed to use Queensland roads

The committee is of the view that, given the above identified constraints, the issue of LHD registration and use warrants further consideration. The committee therefore recommends that the Queensland Government consult with the Commonwealth and other Australian jurisdictions to achieve consistency across jurisdictions during the RVSA implementation process in regard to LHD vehicles on Australian roads.

⁴⁷⁷ Submission 16, p 2.

⁴⁷⁸ South Australia Government, 'Historic, left-hand drive and street rod vehicle registration', <https://www.sa.gov.au/topics/driving-and-transport/registration/conditional-registration/historic-left-hand-drive-and-street-rod-vehicles>.

⁴⁷⁹ Northern Territory Government, 'Vehicle information bulletins and forms' 'V48 – Imported Vehicles', https://nt.gov.au/_data/assets/pdf_file/0010/374347/v48-imported-vehicles.pdf.

⁴⁸⁰ Department of Infrastructure, Transport, Regional Development and Communications, 'Road Vehicle Standards (RVS) legislation implementation', <https://www.infrastructure.gov.au/vehicles/rvs/>.

Recommendation 4

The committee recommends the Queensland Government consult with the Commonwealth and state and territory jurisdictions to achieve consistency across jurisdictions during the *Road Vehicle Standards Act 2018* (Cwlth) implementation process in regard to registration and use of left-hand drive vehicles.

6.4 Role of government – legislative, regulatory and policy frameworks

The committee considered the Queensland Government’s role in facilitating, collaborating, providing accessibility, regulating, enforcing, providing financial support and providing the policy framework for MRAs.

DTMR stressed the importance of road safety responsibilities in relation to legislative, regulatory and policy reforms. DTMR advised:

Any consideration of further legislative, regulatory or policy reforms to MRAs should take into account the impacts to road safety. Changes to the existing framework could lead to growth that results in greater numbers and usage rates of historical recreational vehicles and motorcycles on Queensland roads. While these vehicles will always have their place amongst motoring enthusiasts, the age of some of these vehicles means that safety features common in more modern vehicles are lacking and expose the driver and other road users to a higher degree of risk due to poorer crashworthiness and fewer safety features. The regulation of vehicle standards through the Australian Design Rules (ADRs) over the years has been a strong contributor to reductions in Australia’s road toll, and any proposed reforms should consider the impact to road users and the implications to road safety outcomes.⁴⁸¹

DTMR also advised:

Queensland applies the 'Safe Systems Approach' in an effort to reduce the number of fatalities and serious injuries on our roads to zero. The elements of the system are safe roads and roadsides, safe speeds, safe vehicles and safe road users.⁴⁸²

In response to this issue, Mr Malone considered that:

There is clearly a view of discouraging growth in the historical vehicle hobby in Queensland in the interest of better safety outcomes.

By contrast, NSW is seeking to encourage growth in their historical vehicle hobby. A key reason behind the permanent introduction of logbooks into NSW in 2019 was to allow more freedoms beyond the regular club event calendar, which would see more usage and potentially more historic vehicles being restored. At the commencement of the trial process in 2015, the NSW Minister in the Hansard record of October 15, 2015 stated “Approximately 300,000 New South Wales people, who are members of car clubs and associations, enjoy owning and safely operating classics. Statistics show that those rare and valuable cars are driven carefully. They are involved in very few accidents, are safe, and are better maintained than is the general car fleet.” He then described the proposed trial. He also added “This great and long overdue initiative will be welcomed by motoring enthusiasts who love their classics. It will preserve and allow the use of our motoring heritage and strengthen the large motoring aftermarket industry, which is worth approximately \$11 billion a year and employs 30,000 people across Australia.”⁴⁸³

⁴⁸¹ Submission 48, pp 11-12.

⁴⁸² Submission 48, pp 11-12.

⁴⁸³ Submission 54, p 10.

Mr Malone stated:

*Clearly NSW has recognised the safety performance of the historic vehicle hobby when Queensland does not. Queensland is purely looking at the historic vehicles from a technical point of view, not how they are maintained and operated.*⁴⁸⁴

Mr Malone considered that there is a need for the government to ‘take a more holistic view of the value of the historic vehicle movement’. Mr Malone advised:

*While the NSW plan envisages increased vehicle use, increased economic activity, the mental health benefits of greater participation and club growth, the current Queensland view will result in the opposite.*⁴⁸⁵

Mr Malone suggested that the government:

*... develop a policy on the use of historic vehicles on the public road network in Queensland. The process should involve a wide range of stakeholders so that a policy is developed that will encourage, rather than discourage, this important aspect of Queensland recreational life.*⁴⁸⁶

The Member for Hinchinbrook, Nick Dametto MP, also suggested that it would be ‘advantageous for the government to develop a motorsport strategy, similar to what has been done by the governments of Western Australia and the Northern Territory’.⁴⁸⁷ Mr Dametto noted that the Western Australian Motorsport Strategy:

*... seeks to provide the industry with a roadmap to improve motorsport, develop facilities and boost the potential to host local events in support of tourism and local jobs.*⁴⁸⁸

The committee sought additional information from the department on the role of government in ensuring there is a continual focus on improving safety for participants and the safety standards of the industry. In response, DTMR advised:

Organisers of MRAs, and especially traditional motorsports, should imbed a culture of safety in the planning and conduct of any event. Clubs or MRA event organisers bring together a range of people with a shared interest and enthusiasm in MRAs. Therefore, event organisers in the MRA industry are in a key position to influence road safety outcomes.

*As noted in the Queensland Government’s written submission, one way in which MRA clubs and event organisers can foster safe outcomes is by ensuring that the education and information they deliver to their members reinforces the Queensland Government’s road safety messaging and efforts to reduce road trauma. Clubs and event organisers can also improve the safety of participants by separating driver and rider behaviour during a controlled competitive car, circuit racing or motor cross event from acceptable behaviour on the Queensland road network.*⁴⁸⁹

6.4.1 Facilitation

Stakeholders identified a number of issues regarding the role of the Queensland Government in facilitating MRAs.

⁴⁸⁴ Submission 54, p 10.

⁴⁸⁵ Submission 54, p 10.

⁴⁸⁶ Submission 54, p 11.

⁴⁸⁷ Submission 40, p 2.

⁴⁸⁸ Submission 40, p 2.

⁴⁸⁹ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 3.

RCC suggested:

Queenslanders place a high value on sport and recreational activities. The Queensland State Government has many strengths, including its capacity to work collaboratively with organisations to achieve state-wide outcomes. In relation to these outcomes for sport and recreational activities, it is important that all relevant groups work cohesively together to achieve optimal outcomes from the investment of public funds.

The policy framework should be a guide for government activity and resource allocation. It must provide a mechanism for engaging the MRI sector in the achievement of goals for this sector. It should also set out the agreed roles and responsibilities of the government and the expectations of the state-wide MRI partners.

As a stakeholder in the MRI, our Club would want to see a holistic and strategic approach to the development of sustainable policy initiatives at both community and government levels.⁴⁹⁰

CW4x4 advised the committee that when its club members visit state forests or national parks they 'try to clean up tracks by clearing fallen timber and rebuilding creek crossings when required'. However, they advised:

This is something we would like to be more involved with, however, the current policy for assisting national parks (adopt a track program) with 4x4 Queensland is both frustrating and unwieldy. It requires an organisation to complete forms several months ahead and nominate numbers etc, then submit the paperwork to head office for approval etc. This does not allowed for quick responses to issues such as cyclone response or fires issues and also does not allow local branches of national parks to organise what they require at any given time.⁴⁹¹

GCTMC noted that one of the historical advantages of clubs utilising forestry roads was that it helped clear and maintain the roads as competitors cleared the roads of leaf and twig litter which enables easier access during bush fire season.⁴⁹²

CW4x4 advised:

... our local office would love us to drive the fire trails in our local parks and cut fallen timber and clear the trails regularly so they are accessible during emergencies + such as the recent fires); This is something we are insured and trained to do and, in fact, enjoy doing. We just need the red tape removed. We also assisted the Mackay region by repairing and clearing the camp ground at Cathu state Forest after the cyclone. Again, the local parks office worked with us unofficially because it was impossible to complete the necessary forms and procedures. This should be an easy thing to fix. This would give parks access to the 30,000 members of 4x4 Queensland to assist.⁴⁹³

⁴⁹⁰ Submission 7, p 5.

⁴⁹¹ Submission 57, p 1.

⁴⁹² Submission 8, p 9.

⁴⁹³ Submission 57, pp 1-2.

6.4.2 Collaboration

In relation to the Queensland Government's role in collaborating with MRA participants, QHMC stated its belief:

... that closer consultation between government, industry and the historic vehicle fraternity is needed to promote the historic vehicle movement and the educational and historical significance of these vehicles to Australia. This has the potential to stimulate employment and socio-economic benefits through the motor industry, businesses, tourism and other industry and support networks to drive Australia's motoring heritage in Queensland into the future.⁴⁹⁴

6.4.3 Accessibility

In relation to accessibility to public land, DTMR advised:

The Department of Environment and Science (DES) also manages public land for conservation and forestry purposes which are places visited for the purposes of enjoyment of, and interaction with, nature. Nature based recreational uses include the use of publicly accessible roads, where visitors can use road compliant vehicles such as sedans, four-wheel drives and motorcycles.

While there has been no formal assessment of the economic benefit of such use, several commercial tour operators utilise four-wheel drive vehicles and motorcycles to conduct guided tours in a number of Queensland's parks and forests. Such use importantly supports tourism and growth in these locations. Understandably though, consideration must also be given to the management and compliance costs associated with any motorised activities including any biosecurity risk, the health or safety of the public, and other users in an area.⁴⁹⁵

6.4.3.1 Access to road networks

A number of submitters raised the issue of access to road networks, including unsealed, council and forestry roads.

BSCC advised that this is a major issue facing rallying in Queensland:

... despite a very good relationship with HQPlantations Pty Ltd and many Councils, there continues to be a shrinking number of venues where rallying can safely occur. Increasing populations that do not want the noise and dust of a rally in their area and the push to lock up more State Forests as conservation areas and National Parks will further reduce this "road pool". At present, BSCC does not use some areas because roads pass through National Parks to link to other forest areas.⁴⁹⁶

GCTMC that the biggest issue that the rally community faces is 'getting access to roads' and working through the 'very complex' permit process. GCTMC advised that the process involves getting:

... permits from local council, from government, from the police, from emergency services—fire and ambulance—and it is a very long process. It takes our club around 12 months to arrange a single rally. It is quite challenging because of the lack of access now with increasing urbanisation to get in good rally roads. A lot of the state forest and national park roads have been closed to rallying, as well.⁴⁹⁷

⁴⁹⁴ Public hearing transcript, Brisbane, 3 March 2020, p 5.

⁴⁹⁵ Submission 48, p 2.

⁴⁹⁶ Submission 37, p 6.

⁴⁹⁷ Public hearing transcript, Brisbane, 17 February 2020, p 4.

GCTMC advised:

Access to suitable roads is restricted as more and more land is being locked up in National Parks and growing restrictions on access to State Forest roads.⁴⁹⁸

GCTMC also advised that the approvals process for access to roads for events is complex and involves multiple bodies, making the setting of a competition calendar difficult. GCTMC also noted that government and council legislative and regulatory frameworks, under which the sport operates, 'can be complex and difficult to navigate for each event.'⁴⁹⁹ GCTMC advised:

In addition, each event requires permits to operate as well as to close roads from the local councils/shires, police, and emergency services (both ambulance and fire brigade). This process takes up to a year as the requirements vary year on year with each government department and also vary from council/shire to council/shire. This permitting process is one of the most frustrating and time-consuming parts of organising events.

Recent regulations introduced by the Queensland Government has made owning and running a road going competition vehicle such as a rally car in Queensland very difficult. A number of our club members have moved their cars interstate or to New Zealand for competition; or moved away from the sport completely.⁵⁰⁰

GCTMC advised:

Currently the GCTMC has been conducting most of its events northern NSW because the venues have been made available with the support of NSW communities and town Councils, and the NSW Police. The club conducts a dual state rally championship (Queensland & NSW) in northern NSW which brings into a small country town approximately \$100,000 over just one weekend.

There are a couple of other Queensland rally-based clubs conducting events in Queensland, but these clubs are also finding it increasing difficult to run events economically.

We require the Queensland State Government to show leadership with local councils to make training facilities and venues available. This includes access to shire roads and forestry roads at an economically viable cost.⁵⁰¹

BSCC is seeking assistance in allowing access to suitable roads within national parks and conservation areas for rallies.⁵⁰² GCTMC is also asking:

... the Queensland State Government to liaise with the local Council to provide access to facilities so we may access funding to carry out these programmes in our local area. Funding is always depended on having secure tenure to a facility which we could develop for training through competition.⁵⁰³

⁴⁹⁸ Submission 8, p 9.

⁴⁹⁹ Submission 8, p 5.

⁵⁰⁰ Submission 8, p 5.

⁵⁰¹ Submission 8, p 4.

⁵⁰² Submission 37, p 6.

⁵⁰³ Submission 8, p 7.

The committee sought additional information from the department regarding the limited access to state forest and national park roads as advised by stakeholders. DTMR advised:

National parks are dedicated primarily for nature conservation purposes and while they support extensive opportunities for nature-based recreation, they are understandably not locations where undertaking competitive motor vehicle rallies would be appropriate. However, access to State forests for rallying can be authorised through commercial activity permits or organised event permits issued under the Forestry Act 1959 (Qld).

Not all forestry locations may be suitable, and each rally proposal is subject to assessment, permit conditions and considerations of local conditions, road suitability, and pre-existing uses such as grazing leases, timber plantation operations and commercial and recreational use. For example, until recently the Imbil State forest near Gympie was an integral part of the Australian Rally Championship, however in 2017 organisers relocated the event citing a lack of financial viability.

Contemporary examples of rally events on State forest land include a competitive motor sport event held by the Brisbane Sporting Car Club at Glastonbury State Forest in April 2019. Further events are planned as part of the Queensland Rally Championships at Benarkin State Forest in August 2020 and Imbil State Forest in September 2020.

Road closures occur within these forests during such events for the safety of the public and participants. Given the multiple uses of state forests, this can involve consultation and negotiation processes to ensure other users (including commercial tourism operators, timber harvesting contractors and graziers) who conduct their business on the forests are not impacted by such events.⁵⁰⁴

GCTMC suggested a 'one stop shop' approach, hosted by a single government entity, to bring together the multiple processes and requirements of various levels of government to make it easier for competition organisers.⁵⁰⁵

GCMGCC also raised this issue and noted the complexity:

The governments and council's legislative and regulatory framework the sport has to operate within can be complex and difficult to navigate for each event. Recent regulations introduced by the Queensland Government has made owning and running a road going competition vehicle such as a rally car in Queensland very difficult.⁵⁰⁶

Motorsport Australia commented on the regulatory framework in regard to staging motor sport events in Queensland, advising:

In addition to the safety requirements that CAMS imposes on event organisers when staging a CAMS sanctioned event, event organisers and CAMS affiliated clubs must also comply with jurisdictional requirements placed on them by other regulatory authorities. These include local government authorities and state government departments (e.g. Forestry, through the Department of Agriculture and Fisheries and the Queensland Police).

⁵⁰⁴ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 16.

⁵⁰⁵ Submission 8, p 10.

⁵⁰⁶ Submission 19, p 3.

*Affiliated car clubs seeking to stage CAMS sanctioned motorsport events are required to carefully plan their motorsport events for certain disciplines, given the many layers involved in the staging of a motorsport event. There is a theme within the CAMS affiliated club network in Queensland that this process can take a significant amount of time to complete, with rigid and inflexible deadlines that can be very difficult to meet, especially considering that these clubs are, in the main, administered by volunteers who must fit their time for motorsport administration in and around their normal occupational requirements.*⁵⁰⁷

Motorsport Australia also noted that ‘approval requirements, when dealing with government departments and agencies, can change (if even slightly) from year to year without notice’.⁵⁰⁸ Motorsport Australia suggested that the government could assist with this issue by:

*Streamlining documentation requirements (or minimise the number of government departments and agencies) from event organisers seeking to stage CAMS sanctioned motorsport events in Queensland. The representatives of event organisers are generally volunteers who have a passion for motorsport, not because they are being paid for their services.*⁵⁰⁹

In response to the committee’s questions regarding streamlining of event permitting processes, DTMR advised:

From a State Government perspective, the Queensland Police Service’ (QPS) Event Safe website allows event organisers to register their community events and small regional shows with police online. Registering an event with police provides police with the opportunity to supply organisers with some great information and resources on planning and running an enjoyable, safe and lawful event (including government agencies to liaise with, such as Queensland Fire and Emergency Services (QFES), TMR and Local Government). It also ensures that local police have vital information and contact details for the event and are better able to respond if issues do arise. QPS work with TMR or refer organisers to TMR and where a ‘special event permit’ or road closure is involved.

*One of the requirements to hold an on road event will be seeking the approval of the road owner, be it TMR for State-controlled road or the relevant council for a local government-controlled road. This requirement is entirely reasonable considering the potential impact a motor recreation event may have on the community, road and public safety. The road owner or manager also needs to take into account any unique regional / local considerations that apply (For example: wildlife areas or suitability of road network or bridge structures).*⁵¹⁰

FCAI suggested that access to public land for motorcyclists is an area where the government can have the ‘greatest positive impact’ on the motorcycling industry. FCAI advised:

*The key to the longer term success of the recreational motorcycle industry, is having a safe and legal place for (particularly) younger (pre-licence) riders to pursue their pass-time. Access to designated riding areas, within close proximity to outer suburban areas, easily accessible by the public, is the key to success. Socially there are benefits to be gained, by allowing easy access to designated off-road riding areas, as the number of illegal riders (particularly under aged riders) could be significantly decreased. Thus giving a generation of younger people a better start in life, where coming into conflict with the legal system (police) may be avoided.*⁵¹¹

⁵⁰⁷ Submission 38, p 14.

⁵⁰⁸ Submission 38, p 14.

⁵⁰⁹ Submission 38, p 20.

⁵¹⁰ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 18.

⁵¹¹ Submission 35, p 6.

4WDQ commented on access to ‘publicly owned lands’ including forestry areas in the Glasshouse Mountains, Stradbroke Island and Moreton Island. 4WDQ was critical of the public consultation process in relation to these areas and the increase in fees. 4WDQ advised that it:

*... wants to ensure that the fees paid for permits and camping are put towards providing better facilities for the public land users at Stradbroke Island and Moreton Island. We would also like to ensure that no access is lost and no further fee increases occur without consultation.*⁵¹²

6.4.3.2 Planning

HRCC considered that there was a need for the state to develop a plan for recreational motor sport:

*While periodically the Queensland State Government have invested in motorsport facilities there is an absent of an ongoing commitment to the construction and updating of motorsport facilities which would result in increased usage by competitors, patronage as a tourist destination and to create or further enhance mechanical and allied type support industries. Queensland Raceway is an example of an initial motorsport facility that was assisted by State Government input, but has since has not received substantial assistance to develop further. Currently there is no overall State development plan for recreational motorsport and matters are done on an ad hoc basis.*⁵¹³

6.4.4 Regulation

DTMR advised that its officers ‘review, assess and provide permits to organisations holding sanctioned on-road related rallies and competitive on-road car events’.⁵¹⁴

*Such permits are necessary given the vehicles involved in these events frequently do not meet ADRs required for general on-road use. Understandably such permits are subject to a range of conditions (such as the road precinct be closed to normal traffic, the attendance of emergency services personnel, liability insurance etc) in order to enable the authorised motoring events to take place.*⁵¹⁵

The Westfield Car Club of Qld Inc (WCCQ) suggested:

*A framework is needed to allow development of support facilities appropriate to venues, ie accommodation, viewing areas, eateries, properly maintained access roads, safe turn-off lanes, adequate signage etc. with a view to growing the sport and providing employment opportunities.*⁵¹⁶

In addition, WCCQ suggested the following:

- *A framework is needed to facilitate access to motorsport facilities by young drivers to enable provision of specialised advanced driver training under controlled conditions.*
- *Red tape around approvals for new and existing motorsport venues, including relaxation of existing taxes/fees, needs to be reviewed and reduced.*
- *Oversight and governance of motorsport venues should be a senior state government Minister responsibility, not that of local councils.*⁵¹⁷

⁵¹² Submission 49, pp 5-6.

⁵¹³ Submission 28, p 8.

⁵¹⁴ Submission 48, p 7.

⁵¹⁵ Submission 48, p 7.

⁵¹⁶ Submission 36, p 1.

⁵¹⁷ Submission 36, p 2.

With regard to government regulation, Speedway Australia advised:

In comparison with most other states and territories, Queensland is on a par when it comes to regulating recreational motorsports – in that there is no legislation other than the relevant Health and Safety standards, building codes etc.

...

The effect of this in Queensland is that a high proportion of recreational motorsport is being undertaken in an unregulated fashion that also fails to recognise the contribution to society that these forms of motorsport provide.⁵¹⁸

Speedway Australia advised that NSW is the only state with a specific legislative framework. They advised that the NSW legislation:

... evolved out of the need to ensure spectator safety was paramount and is currently under review. It is perceived as being cumbersome and difficult to enforce, mainly due to under resourcing of the relevant government agencies. For example, speedway track inspections in NSW are required to be undertaken by both Speedway Australia and the local Police traffic inspector.⁵¹⁹

This issue is discussed further in section 6.4.4.2.

Speedway Australia advised:

We would welcome the opportunity to be treated on a level playing field with other sports, not necessarily in terms of funding but certainly in terms of recognition by the Queensland government.⁵²⁰

6.4.4.1 Karting

Karting Queensland also commented on the lack of government regulation, advising:

The Karting industry is not presently regulated by government with the exception of those areas ancillary to events such as food services and workplace, health and safety.

Karting Australia produces a variety of regulations and policies to govern the sport. These include the KA Manual which outlines the rules for competition and policies around the conduct of participants and officials in the sport. The manual and guidelines follow the guiding principles of CAMS and FIA.⁵²¹

In relation to the way MRAs are regulated, KPR advised:

Motor Sport recreational activities include such passions as Circuit Racing, Go Kart Racing, V8 drive days, Drag Racing, Drifting, Speedway and moto-cross. Yet all of these are regulated in completely different ways to the Hire kart Industry.

The issue with Queensland legislation is that the Qld regulators consider Circuit Racing, competitive Go Kart Racing, V8 drive days, Drag Racing, Drifting, Speedway and moto-cross as motor sport activities whilst within WH&S Queensland Go Kart Hire is considered to be an Amusement Ride.⁵²²

⁵¹⁸ Submission 42, p 4.

⁵¹⁹ Submission 42, p 4.

⁵²⁰ Submission 42, p 8.

⁵²¹ Submission 46, p 2.

⁵²² Submission 58, p 1.

KPR advised that Workplace Health and Safety Queensland (WHSQ) considers that go-karting is:

*... a pay for service eg buy a ticket and receive ride puts the service in the Amusement Industry category and as such we are completely under the rules of the WH&S however we don't operate as an amusement ride, we are motor sport, so the risk to operators for legal action is much higher than it should be.*⁵²³

To demonstrate the point KPR advised:

*Back in 2003 the go-kart industry really started to grow in Australia. When Workplace Health and Safety had to do any inspections, when they had to go to any tracks, the best reference tool they had at the time was the AS 3533 Australian standard for bumper cars. You can imagine walking into my place, which is a motorsport facility, and telling me I have to operate under a bumper car standard.*⁵²⁴

KPR advised the result of this is that:

Due to the amusement legislation in Qld Insurance companies have over the years been inundated with small claims from the drivers after an on track incident which was no worse than a footy accident on the weekend (eg Sprains or bruising). Under Queensland law the PIPA system allows any disgruntled person to make a claim with minimal cost to the applicant and once the claim is in the hands of a Lawyer the costs will escalate quickly to at least \$30,000 for the insurer to settle the claim. We all know that at least 50% of that money is collected as Lawyers' fees and often cases are drawn out from very minor lose of work for a few days to large amount of money simple to line the pockets of the lawyers.

*The harsh reality of this is that Insurers are imposing extremely large excesses and charging excessive amounts of money to insure Recreational kart tracks because of the cost of litigation in this state.*⁵²⁵

KPR also explained that under the current definition:

*... despite the best preparation, training and safety designs on track if someone wants to hurt themselves we cannot stop it from happening and under current legislation the owner/operator is responsible for the guests safety regardless whether rules were followed or ignored.*⁵²⁶

...

*If there is an incident in motorsport, the first person they call is the police to see if there is criminal negligence or some negligence on behalf of the operator. In Queensland if we have an incident, straightaway we call Workplace Health and Safety, who come and measure us against an amusement ride.*⁵²⁷

KPR explained that it does not consider go-karting to be an amusement ride for the following reasons:

*All motors sport activities are an adrenaline sport and that is why people go karting as they enjoy the thrill and the excitement of racing on a track, but they also recognise that it comes with some degree of risk.*⁵²⁸

...

⁵²³ Submission 58, p 2.

⁵²⁴ Public hearing transcript, Brisbane, 18 May 2020, p 3.

⁵²⁵ Submission 58, pp 2-3.

⁵²⁶ Submission 58, p 3.

⁵²⁷ Public hearing transcript, Brisbane, 18 May 2020, p 4.

⁵²⁸ Submission 58, p 3.

Normally an adrenalin themed amusement ride would be a roller Coaster in which the rider is strapped in and has no real control over the outcomes of the ride. The ride is turned on and follows a set track for 3 minutes and at the end of the ride it will return to a docking station and passengers leave the cars.

However, in a Hire Kart situation we have drivers of all various levels of experience on track accelerating, braking and able to change directions and in effect taking full control of the outcomes whilst in control of the kart. Thus it is not a true amusement ride and it should be considered a motor sport activity.

If you were to look at the activities on QLD race tracks you will see hire operations such as Club days, Driver Training and V8 Ride days which are considered Motor Sport and not amusement rides. Yet all are based on the concept of paying a fee for racing on the track, in particular we draw a direct comparison with the V8 Drive days in which that industry follows untrained persons to enjoy on track experiences.

On arrival at either hire karts or V8 Drive days you will sit through a briefing, receive some coaching and then take control of the car for a few laps. But Qld Government treats these two experiences very differently. The V8 drive day is motor sport and the Hire karts are considered an amusement in Queensland and in both untrained drivers can take full control of the outcomes from the ride.⁵²⁹

...

The amusement ride says that you put people into the ride and you control all aspects of that ride and it has a safe outcome. Unfortunately—and I have said this to all of them—I cannot give you a 100 per cent guarantee that there will be a no-risk outcome if I let you drive, steer, accelerate and brake. That is why we are not an amusement ride. We are a motorsport at a lower level, but we are a motorsport activity.⁵³⁰

The Australian Amusement, Leisure and Recreation Association (AALARA) is the peak national body for the amusement, leisure and recreation industry in Australia.⁵³¹ KPR advised that they worked with AALARA to extend the amusement industry standard relating to 'for hire karts'. KPR advised that it will take a lot more work before they get to the next phase:

Where are we right now? There is a standard out there. It is not a perfect standard and it offered some form of direction for regulators, because regulators had no idea what they were auditing.

...

We now have a standard that talks about recreational go-karting, but it has lumped indoor and outdoor together.⁵³²

In relation to how Queensland compares to other jurisdictions, KPR advised:

The states in Australia consider it differently: Workplace Health and Safety Queensland consider it an amusement ride; in Victoria an amusement ride; in South Australia the same. However, in New South Wales and Western Australia they are run under sports and recreation.⁵³³

...

⁵²⁹ Submission 58, p 2.

⁵³⁰ Public hearing transcript, Brisbane, 18 May 2020, p 4.

⁵³¹ Australian Amusement, Leisure and Recreation Association, 'About', <https://aalara.com.au/about-aalara/>.

⁵³² Public hearing transcript, Brisbane, 18 May 2020, p 4.

⁵³³ Public hearing transcript, Brisbane, 18 May 2020, p 4.

In NSW Go Kart Hire operators are not governed by WH&S but rather by The Department of Sports and Recreation as it is recognised as a competitive sport with some degree of risk attached. Should a series incident occur the Police investigate the situation and provided the track has meet all of their obligations at law there would be no further action taken.

In New Zealand recreational Go karters sign a waiver that states this is a risky activity in which injury may occur and it limits the amount of any claim thus giving insurers some degree of confidence in covering the activity.⁵³⁴

In response to the committee’s questions regarding whether there was a suitable model available in another jurisdiction, KPR advised:

In New South Wales the Office of Sport manages recreational go-karting. One of the challenges I had when working on the standard was that some states are committed to workplace health and safety and others are not. Everybody wanted very different rules.⁵³⁵

The committee sought a response from DTMR in relation to this issue, including whether any steps have been taken to resolve the issue. The department responded:

The hire go-karts and tracks where the go-kart (plant) is operated for hire or reward and provides entertainment or amusement are currently regarded as an ‘amusement device’ under the Work Health and Safety Regulation 2011 (WHS Regulation). In addition to the primary duty of care and other requirements under the WHS Act, ‘the person conducting a business or undertaking’ (PCBU) with management or control of this type of go-kart facility is required to comply with specific requirements in the WHS Regulation regarding plant and amusement devices.

The Managing Risks of Plant in the Workplace Code of Practice 2013 also provides guidance on managing health and safety risks of plant at the workplace. In addition, AS 3533.4.4:2018 Amusement rides and devices – Specific requirements Hire go-karts provides additional guidance on the design, construction, operation, inspection, testing and maintenance of hire go-karts, tracks and facilities.

We note Kingston Park Raceway is presently working with the Australian Amusement Leisure and Recreation Association (AALARA), the peak amusement industry body, to develop a more relevant Australian Standard.⁵³⁶

Committee comment

The committee is of the view that go-karts, both indoor and outdoor, are not amusement rides and should be considered to be a motor sport activity and categorised accordingly. The committee also considers that this issue impacts significantly on go-kart operators and should be resolved as a matter of priority.

Recommendation 5

The committee recommends the Queensland Government investigate, as a matter of priority, the reclassification of go-karts as a motor sport activity.

⁵³⁴ Submission 58, p 3.

⁵³⁵ Public hearing transcript, Brisbane, 18 May 2020, p 4.

⁵³⁶ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 24.

6.4.4.2 *Regulation in other jurisdictions*

In NSW the Office of Sport issues licences under delegation of the Minister for Sport, authorising the holding of motor vehicle race meetings at prescribed grounds. Licences are issued for a period of up to 12 months pursuant to the *Motor Vehicle Sports (Public Safety) Act 1985* (NSW) (MVSPS Act) and the *Motor Vehicle Sports (Public Safety) Regulation 2015* (NSW).⁵³⁷

The MVSPS Act is currently being reviewed with a consultation paper issued in October 2019. The consultation paper notes:

The MVSPS Act was introduced to replace the Speedway Racing (Public Safety) Act 1957 which had imposed controls on the licensees of motor racing circuits in order to improve safety standards for spectators and competitors at motor vehicle sport events.

The MVSPS Act maintained the coverage of these controls on motor vehicle racing grounds. When introduced in 1985, the purpose of the MVSPS Act was stated to be:

to strengthen the legislation's ability to deliver improved safety standards for spectators and participants by taking into account the major technological advances in motor sports and advances in safety.

*NSW is the only Australian jurisdiction with general legislation providing for the regulation of motor vehicle sport.*⁵³⁸

In relation to the current role of motor sport sanctioning bodies in the regulatory process, the consultation paper notes:

Motor sport sanctioning bodies are organisations that are established to develop rules and standards for, and to advance the interests of, their area of motor vehicle sport. They are the primary source of expertise on matters relating to safe practice in the motor industry and the conduct of motor sport events. However, they are not explicitly recognised in the MVSPS Act as having a specific role in the regulation of motor vehicle sport.

Motor sport sanctioning bodies perform functions such as licensing drivers and riders, issuing permits for events, controlling the conduct of events, appointing officials, and providing status to events via their national and international links. Motor sport sanctioning bodies generally issue their own permits for each race meeting conducted at the motor vehicle racing ground.

*Over time, the Office of Sport has developed the practice of relying on advice regarding the suitability of a motor vehicle racing ground for a licence from some motor sport organisations.*⁵³⁹

⁵³⁷ NSW Government, 'Motor vehicle sports regulation', <https://www.sport.nsw.gov.au/clubs/motorsports>.

⁵³⁸ NSW Office of Sport, *Review of the Motor Vehicle Sports (Public Safety) Act 1985 – Consultation Paper*, October 2019, pp 2-3.

⁵³⁹ NSW Office of Sport, *Review of the Motor Vehicle Sports (Public Safety) Act 1985 – Consultation Paper*, October 2019, p 6.

6.4.4.3 *Electric dirt bikes*

Submitter Ramon Felstead highlighted a growing need for specific electric dirt bike regulations and guidance on the basis of their increased production, particularly for competition and race ready children's electric dirt bikes.⁵⁴⁰ Mr Felstead advised:

*I believe specific electric only guidance and regulations is required, due to the little or inaudible noise emissions, and the reduced impact on the environment, from electric dirt bikes, making use vastly different to petrol powered dirt bikes. The health benefits of dirt bike riding, particularly for mental health and wellness, can be extended to many with the emergence of electric dirt bikes.*⁵⁴¹

Mr Felstead considered that electric dirt bikes are a sustainable option for motor sports and recreation, noting that the main difference to traditional petrol powered bikes, is the low noise emissions with the electric bikes being almost inaudible. He also noted that these bikes also have the ability to be programed to suit the rider's experience and skill levels. Mr Felstead highlighted the following additional benefits of electric dirt bikes:

- not reliant on fossil fuels
- can be charged via a solar system
- have less working parts so are cheaper to run
- have a lower environmental impact due to no emissions⁵⁴²

Mr Felstead considered that there is a need for specific regulations and guidance now in order to maximise the potential of developing technologies, and there should also be special consideration 'made for low noise, electric dirt bikes, particularly around clubs and club activities, and also for innovative entrepreneurs'.⁵⁴³

FCAI also commented on this issue, advising:

*In the off-road area, the introduction of electric motorcycles should eventually dissipate one of the biggest challenges to the motorcycle industry, in particular on the urban fringes, where there has long been a divisive social issue, that being noise made by internal combustion engine motorcycles. Electric powered kids minibikes are virtually silent, and are becoming more readily available (and accepted). This product will migrate up the "food chain" of motorcycling, and electric products will eventually become the norm, allowing their use in areas where there is currently some conflict.*⁵⁴⁴

RACERS noted that technology advances currently pushing boundaries include electric motorcycles and Formula E racing cars. RACERS advised:

*Other boundaries we expect to pass soon will be the superior performance of electric motorcycles which are already faster than some of their fossil-fuelled competition; and the Formula E racing cars are a precursor to what will be the Formula 1 cars in a decade.*⁵⁴⁵

⁵⁴⁰ Submission 4, p 1.

⁵⁴¹ Submission 4, p 1.

⁵⁴² Submission 4, p 1.

⁵⁴³ Submission 4, p 3.

⁵⁴⁴ Submission 35, p 6.

⁵⁴⁵ Submission 22, p 9.

DTMR's submission also drew attention to the opportunities presented by new and emerging forms of motorised vehicles and MRAs. DTMR noted that drones, autonomous vehicles and personalised mobility devise (such as eScooters) are increasingly being embraced by the community. DTMR stated:

With respect to traditional motorsport, there are new opportunities for carbon neutral race tracks and associated activities, such as the World Solar Challenge (a competition to promote research on solar-powered cars) and the FIA Formula-E series (a single seater motorsport championship that uses only electric cars).⁵⁴⁶

6.4.5 Enforcement

DTMR stressed to the committee the importance of road safety. DTMR highlighted the following driving, criminal and civil liability laws which may apply to some forms of MRA.

- *The Queensland Government takes road safety seriously and from June 2018 higher penalties now apply for the offence of driving without due care and attention (careless driving) where this results in the death or grievous bodily harm of a person under the Transport Operations (Road Use Management) Act 1995 (s83).*
- *Section 328A (Dangerous operation of a vehicle) of the Criminal Code also needs to be taken into account when considering the legislative framework within which the Queensland MRA or recreational activity industry operates and the impact of the industry on road safety outcomes. Under section 328A, a person who operates, or in any way interferes with the operation of, a vehicle dangerously in any place commits a misdemeanour and is liable to a maximum penalty of 3 years imprisonment or 200 penalty units. Subsection 328A also specifies a number of circumstances of aggravation which attract a higher maximum penalty of 400 penalty units or five years imprisonment. These circumstances of aggravation apply where the offender: was adversely affected by an intoxicating substance at the time of committing the offence; excessively speeding or taking part in an unlawful race or unlawful speed trial (as defined in section 328A by reference to section 85 of the Transport Operations (Road Use Management) Act 1995) at the time of committing the offence; or has previously been convicted of an offence under section 328A.*

Where a person who operates, or in any way interferes with the operation of, a vehicle dangerously in any place and causes the death of, or grievous bodily harm, to another person, the person commits a crime and is liable to a maximum penalty of 10 years imprisonment. Similarly, a number of circumstances of aggravation apply to increase the maximum penalty to 14 years imprisonment if the offender is, at the time of committing the offence, excessively speeding, adversely affected by an intoxicating substance or taking part in an unlawful race or unlawful speed trial, or if the offender knows, or ought reasonably know, the other person has been killed or injured and the offender leaves the scene of the incident (other than to obtain medical or other help for the other person before a police officer arrives). However, the definition of 'place' in section 328A(6) of the Criminal Code provides that it does not include a place being lawfully used to race or test vehicles under a licence or another authority under an Act and from which other traffic is excluded at the time.

⁵⁴⁶ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 13.

- *The Civil Liability Act 2003 (the CLA) was introduced as part of the Government’s response to the public liability insurance crisis and implemented recommendations of the “Review of the Law of Negligence Final Report” (commonly referred to as the Ipp Report). There are specific provisions under the CLA that should be taken into account when considering the legislative framework within which motor recreational activity providers in Queensland operate.*⁵⁴⁷

6.4.6 Financial support

The Department of Housing and Public Works (DHPW) has responsibility for supporting sport and recreation activities in Queensland. DTMR advised the committee that:

... DHPW, through the State Development Program 2017-2019, provides organisational support funding to a range of State level sport and recreation organisations, which includes CAMS and Motorcycling Queensland. The objectives of the organisational support funding are to:

- *ensure State level organisations implement strong governance standards;*
- *support services to the industry;*
- *support initiatives to maximise participation State-wide in sport and active recreation.*

*Since 1 January 2015, the Queensland Government through DHPW has approved \$1.5 million in sport and recreation funding, to support the activities of motorcycling and motorsport in Queensland. This funding is summarised in the table below. The last line in the table refers to the organisational support funding provided to CAMS and Motorcycling Queensland. CAMS received \$129,000 over a three-year period and Motorcycling Queensland received \$555,900 over a three-year period. DHPW does not fund or support recreational flying, drone racing or motorised boats or aircrafts.*⁵⁴⁸

VCAQ suggested that the government should provide financial assistance to promote businesses that manufacture parts for historic vehicles. VCAQ suggested:

*There is a world wide market for these parts and as more heritage vehicles appear on the roads here and overseas, the demand will increase.*⁵⁴⁹

Mr James highlighted what he considers to be a lack of government financial support, advising:

*This is one of the few, if not the only, hobbies/sports which receive no direct government financial support. Sure, for vehicles aged 30 years or more, subject to the restrictions of Special Interest Vehicle (SIV) registration, we receive a reduction in our historic vehicle registration but we are not gifted venues from the government such as those provided for football, cricket and other ball games. We are seriously disadvantaged in this area.....we have no government-provided ‘place to call home’ and we need genuine government support in this area.*⁵⁵⁰

⁵⁴⁷ Submission 48, pp 8-9.

⁵⁴⁸ Submission 48, p 3.

⁵⁴⁹ Submission 18, p 7.

⁵⁵⁰ Submission 20, pp 1-2.

AIMSS suggested:

... looking away from racing circuits, there is the potential for many other disciplines of motor sport to flourish in Queensland, with the proactive assistance of government, through the use of existing resources. I refer to the following examples:

- Use of government-owned land/large open car parks etc, for events such as motorkhanas (wonderful for the development of newcomers to the sport) – either sealed or unsealed surfaces*
- Use of forests and other government-controlled land and roads for rallies and off-road events*
- Use of public roads which could be closed temporarily, for sprints, hill-climbs or drifting. (Often these may be “old” roads which have now been bypassed by new alignments.)⁵⁵¹*

Speedway Australia also commented:

Speedway has never had access to government funding to provide upgrades, which means as a sport we place more time on these issues than other activities that are undertaken at government facilities such as cricket, football, netball etc. It also means that as a sport our admission prices are more expensive when compared to others, as we are not subsidised by government.⁵⁵²

Speedway Australia advised:

The key aspect is that a speedway venue is self-funded. Venues such as Lang Park or the Gabba are provided by the government. We do not have that in our sport. On top of that, we have to fund the safety side of things. These guys charge \$70 for a family to attend, whereas you can go to a Big Bash cricket game as a family for \$40. That difference is effectively subsidised by the government through what they do for cricket or footy. With the speedway, the venue is not up to speed either for the fans, compared to those other venues, because we have to self-fund as a sport.⁵⁵³

HRCC commented on financial support provided by government for motor sport, advising:

Currently the Queensland State Government provides financial support for two signature automobile race events concerning the Supercars at Townsville and the Gold Coast. However, these events, while attracting Supercar race fans and tourists to these locations, for all the financial outlay, do not provide a permanent race track for further use for motorsport enthusiasts.⁵⁵⁴

QMM suggested:

Without Motor Recreational Activities (MRA), Australian’s love of transport and its integral place within our social fibre, will not exist.

Without the support of government, the further development and economic impact of Motor Recreational Activities by the community, employers and tourism operators will remain untapped and the true value lost.⁵⁵⁵

⁵⁵¹ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 3.

⁵⁵² Submission 42, p 8.

⁵⁵³ Public hearing transcript, Brisbane, 16 March 2020, p 9.

⁵⁵⁴ Submission 28, p 7.

⁵⁵⁵ Submission 34, p 3.

WCCQ suggested:

*Guidelines should be established for state government financial assistance to motorsport clubs to enable them to develop new venues and improve existing.*⁵⁵⁶

Motorsport Australia suggested that government could assist by:

*Offering small participation grants (e.g. up to \$10,000) to enable clubs to implement participation programs to grow their own membership base.*⁵⁵⁷

4WDQ highlighted a number of examples where local councils have been unable to fund upgrades and repairs to local roads that are popular with their members.⁵⁵⁸ 4WDQ also called for a review of park and vehicle permit fees:

*The Queensland fees are far higher in comparison to other states and territories, which does not favour Queensland as the choice for many tourists. Government should review funding allocations across all locations and place caps on vehicle access and camping permit fees.*⁵⁵⁹

MQ suggested that the government could 'invest in research initiatives that help identify (and promote) the benefits of motorcycling'.⁵⁶⁰ The committee sought additional information from MQ regarding the reasons for this suggestion:

What is only ever discussed anecdotally but is very difficult to point to any hard evidence of is the idea that kids in particular who take up motorcycling at a young age become better, more aware, safer road users when they are older. As I mentioned before, is it is not unusual for families to travel significant distances to attend events. It is nothing for the kids who have just got their licence to jump in their van after they finish work on Friday in Brisbane and be in Rockhampton for an event on Saturday and Sunday and then turn around and come back again.

*What I would love to know more of is: do these guys and girls who have been exposed to motorcycling at a young age therefore become acutely aware of things like spatial awareness and consequences associated with actions? I would love to know, I would love to have the ability to perhaps conduct some longitudinal studies that actually say, yes, that is fact rather than it being presented as an emotional argument from people within the organisation, because we believe it to be true but I think it needs to be demonstrated to be true through evidence and data and research, not through emotion.*⁵⁶¹

6.4.7 Policy framework

In regard to developing a government-led strategy, the Member for Hinchinbrook, Mr Nick Dametto MP, suggested:

... it may also be advantageous for the government to develop a motorsport strategy, similar to what has been done by the governments of Western Australia and the Northern Territory.

*For example, the Western Australian Motorsport Strategy seeks to provide the industry with a roadmap to improve motorsport, develop facilities and boost the potential to host local events in support of tourism and local jobs.*⁵⁶²

⁵⁵⁶ Submission 36, p 1.

⁵⁵⁷ Submission 38, p 20.

⁵⁵⁸ Submission 49, p 7.

⁵⁵⁹ Submission 49, p 10.

⁵⁶⁰ Submission 55, p 11.

⁵⁶¹ Public hearing transcript, Brisbane, 18 May 2020, p 10.

⁵⁶² Submission 40, p 1.

6.5 Other financial impacts

Stakeholders raised the issue of the financial impact of government charges in relation to stamp duty on registration on restored historic vehicles and the luxury car tax.

6.5.1 Stamp duty

Under the *Duties Act 2001* (Duties Act), vehicle registration duty is imposed on applications to register a vehicle and transfer a vehicle. Vehicle registration duty is calculated on the dutiable value of the vehicle which, because a historical vehicle will have been registered previously, will normally be the greater of the total consideration payable by a purchaser or the market value of the vehicle. DTMR advised:

There are certain exemptions from vehicle registration duty set out in the Duties Act, but none would apply solely because the vehicle is a historical vehicle. The only current allowance for the market value of a vehicle to be reduced by the value of any modifications made to a vehicle prior to registration is where the modifications are for a person with a disability.⁵⁶³

A number of stakeholder who own historical vehicles commented on the issue of stamp duty charges on these vehicles.

Whilst acknowledging that SIV scheme registration 'represents a substantial saving on what might be termed Full Registration', the Australian Historic Vehicle Interest Group (AHVIG) noted that vehicle owners still incur transfer stamp duty in Queensland. AHVIG advised:

Every other State and Territory (so far as AHVIG is aware) does not charge stamp duty (or equivalent) when a car is put onto Historic Registration. This allows enthusiasts to register and use their cars and allows free movement of such cars between those States and Territories, and between enthusiasts within a State or Territory.

In this regard, Qld is an outlier, as while it allows cheap SIVS registration once a vehicle has been registered here, it alone charges stamp duty at the full rate on first, and subsequent, SIVS registration, following a change of ownership. On vehicles worth up to \$100,000 it is charged at 4%, and vehicles over \$100,000, 6%.

This results in Qld buyers of such vehicles interstate (lawfully) keeping them and registering them in those jurisdictions and not bringing them to Qld. Generally, storage can be found for around \$100/month (among enthusiasts at least) and so there are lots of years of storage costs interstate on say a \$200,000 vehicle, together with freight to and from events, before the equivalent cost of first registration duty (\$12,000 in this case) is expended.⁵⁶⁴

AHVIG also advised that it considers this harms Queensland's economy because 'expensive old cars require expensive work to be done on them' and 'work is done in the jurisdictions where the vehicles are garaged, rather than Qld'.⁵⁶⁵

QHMC also confirmed that it 'understood that Queensland is the only State that charges stamp duty on historic motor vehicles to be registered on concessional registration'.⁵⁶⁶

VCAQ articulated their disappointment that historic vehicle owners 'spend many years restoring a vehicle and then find when initially registering the vehicle, that stamp duty is payable on the value of the newly restored vehicle, in some cases 6% of the total value'.⁵⁶⁷

⁵⁶³ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 10.

⁵⁶⁴ Submission 44, p 7.

⁵⁶⁵ Submission 44, p 7.

⁵⁶⁶ Submission 30, p 16.

⁵⁶⁷ Submission 18, p 7.

Both AHVIG and VCAQ recommended the abolition of stamp duty on historic vehicles over 30 years of age. VCAQ advised that this would 'would bring our regulations in line with other Australian states and see a greater number of Historic Vehicles being driven and appreciated within Queensland'.⁵⁶⁸ VCAQ supported this recommendation, advising:

When the governments of Victoria and NSW did this in recent years, thousands of vehicles were restored and refurbished, encouraging employment of allied trades people throughout these two states.

*Victoria and NSW recognised the financial benefit their communities would enjoy by reducing these costs but unfortunately Qld is yet to follow their lead.*⁵⁶⁹

AHVIG suggested that:

*... Qld should adopt the approach followed in other States and Territories and dispense with stamp duty on registrations of Historic Vehicles when they are being registered under the SIVS scheme. The same considerations underpinning reduced SIVS registration rates for Historic Cars should also apply to Stamp Duty.*⁵⁷⁰

VCAQ advised that the abolition of stamp duty would:

*... allow Queenslanders to purchase vehicles from overseas or interstate to be refurbished or maintained here in Qld, again supporting the above mentioned trades and industries. At present, many vehicles are instead being sold to interstate/ overseas buyers and leave Qld because of the prohibitive stamp duty costs when purchasing and registering the Historic vehicles in Qld.*⁵⁷¹

Mr James agreed, suggesting:

*... the Queensland government seriously considers abandoning stamp duty on historic vehicles as other Australian States have done, in order to make it attractive for people to bring the cars here in the first place. This is the only way to encourage spending and business growth and it follows, jobs and GST.*⁵⁷²

VCAQ provided the following example:

*A club member was looking at a vehicle down south in Victoria and it was quite costly. The total was \$150,000. That vehicle came to auction. That person knew full well he would have to spend \$9,000 on stamp duty to register the car in this state. It was valued at \$150,000 and he knew that it is worth \$150,000, but if he had to spend another \$10,000 then he was only willing to go to \$140,000. That vehicle sold for \$145,000. It did not come up here. They had a head start. That vehicle needed \$30,000 spent on it to make it what it should be. That did not happen here; it happened down south.*⁵⁷³

⁵⁶⁸ Submission 18, p 4.

⁵⁶⁹ Submission 18, p 4.

⁵⁷⁰ Submission 44, p 7.

⁵⁷¹ Submission 18, p 5.

⁵⁷² Submission 20, p 1.

⁵⁷³ Public hearing transcript, Brisbane, 3 March 2020, p 6.

Mr McLaren provide a further example:

I have a colleague who six years ago purchased a 1934 Packard—a big, Clark Gable type straight eight-cylinder car. He purchased it in Florida. It was basically in pieces. I think it cost him US\$15,000. It was shipped over to San Francisco. I do not know the cost of that. It was forwarded out here to Brisbane. I was involved with bringing it back to his premises and it cost, cost, cost—I suspect all up about \$40,000 Australian dollars—to get it there. Since then it has gone up to Maryborough and it is being restored up there.

I do not know how much, but I can assure you it will cost a lot of bickies because just recently the steering wheel was sent back to the US to be recovered and redone in the proper way. A special box had to be made to put the steering wheel in to get it over there and back again. It was a beautiful job. I do not know about the cost, but I suspect that when the vehicle comes up for registration in a couple of years' time it will be worth in excess of \$200,000, probably closer to \$300,000. If he goes in to register that vehicle, all of a sudden he is up for—well, at \$200,000 he is up for \$12,000 stamp duty, and that is not including all the other charges that go along with it.⁵⁷⁴

VCAQ suggested an Australia-wide standardisation of registration and stamp duty would 'give us a fair chance to purchase vehicles, bring them up here and get them on the road'.⁵⁷⁵

The committee sought additional information from DTMR regarding the issue of differing stamp duty rates across Australian jurisdictions and whether any consideration had been given to standardising stamp duty and registration fees for SIV registered vehicles across jurisdictions. The department advised:

There is no current consideration being given to standardisation of stamp duty and vehicle registration fees for SIV registered vehicles across Australian State and Territory jurisdictions.⁵⁷⁶

AACCC advised that its members 'are not happy with the cost of transfer of motor vehicles', noting that most members attract the top rate of four per cent as their vehicles are V8s. AACCC agreed with other stakeholders regarding the abolition of stamp duty:

We think that hobby vehicles as owned by members of most car clubs over 30 years old should be exempt from transfer duty as a small concession to encourage ownership from which the community benefits ...⁵⁷⁷

QHMC also commented on this issue, advising:

Stamp duty charged for new registrations and transfer of ownership. As stamp duty is calculated as a percentage of the value of vehicles this 'fee' can be considerable. We have seen the value of many historic vehicles increase tenfold and more over the past few years due not to luxury and performance enhancements but the historic significance of the vehicle. Increased value equates to increased stamp duties paid on new registration application and or transfer of ownership.

...

The extra cost to be borne by the purchaser of a historic vehicle to be registered in Queensland may be prohibitive to the purchase of significant historical value and the loss of such vehicles from being owned, maintained and displayed in Queensland.⁵⁷⁸

⁵⁷⁴ Public hearing transcript, Brisbane, 3 March 2020, pp 6-7.

⁵⁷⁵ Public hearing transcript, Brisbane, 3 March 2020, p 6.

⁵⁷⁶ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 10.

⁵⁷⁷ Submission 47, p 2.

⁵⁷⁸ Submission 30, p 16.

The committee sought additional information from DTMR regarding whether any consideration had been given to providing stamp duty relief in the circumstances described by stakeholders. In response, DTMR advised:

Queensland Treasury is responsible for the Duties Act 2001 (Duties Act), with TMR acting as a collection agent.

Under the Duties Act, vehicle registration duty is imposed on applications to register a vehicle and transfer a vehicle. Vehicle registration duty is calculated on the dutiable value of the vehicle which, for an historical vehicle, because it will have been registered previously, will normally be the greater of the total consideration payable by a purchaser or the market value of the vehicle.

There is no current consideration being given to vehicle registration duty relief in the circumstance described of restoring a vehicle in Queensland. While certain exemptions from vehicle registration duty are set out in the Duties Act, none would apply solely for the reason that the vehicle is a restored historical vehicle.⁵⁷⁹

Committee comment

The committee acknowledges the issues identified by stakeholders regarding the impact that stamp duty has on the historic vehicle restoration industry.

The committee considers the charging of stamp duty at the full rate on the restored value of vehicles which have been restored by their owners to be inequitable. The committee is of the view that when vehicle owners have expended significant sums in order to restore an historic vehicle, some form of discounted stamp duty calculation should apply. The committee considers that this should only apply where the owner can provide evidence of unchanged ownership, the original vehicle purchase price and that restoration has been undertaken. Whilst cognisant of not impacting on the state's budget, particularly in the current environment, the committee considers that there could be scope for the provision of some stamp duty relief to owners of these vehicles who conduct restoration work and retain ownership of the vehicle. The committee considers that the government should investigate options for implementing a concessional stamp duty scheme for vehicles which have undergone restoration at their owners' expense.

Recommendation 6

The committee recommends the Queensland Government investigate options for implementing a concessional stamp duty scheme for vehicles which have undergone restoration at their owners' expense and where ownership is retained.

6.5.2 Luxury car tax

The Luxury car tax (LCT) is a tax on cars with a GST-inclusive value above the LCT threshold. The LCT thresholds for the 2020–21 financial year are \$77,565 for fuel efficient vehicles⁵⁸⁰ and \$68,740 for other vehicles. The LCT is imposed at the rate of 33 per cent on the amount above the luxury car threshold and is paid by businesses that sell or import luxury cars (dealers), and also by individuals who import luxury cars. The LCT value of a car includes the value of any parts, accessories or attachments supplied, or imported, at the same time as the car.⁵⁸¹

⁵⁷⁹ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 12.

⁵⁸⁰ A fuel-efficient car is defined by the Australian Taxation Office as: *A fuel-efficient car has a fuel consumption that does not exceed seven litres per 100 kilometres as a combined rating under the vehicle standards in force under section 7 of the Motor Vehicle Standards Act 1989 (Cwlth).*

⁵⁸¹ Australian Taxation Office, 'Luxury Car Tax', <https://www.ato.gov.au/business/luxury-car-tax/>.

AHVIG advised:

There has been a form of Federal LCT since the 1970s, by way of depreciation limits and the Wholesale Sales Tax. It only applied to new cars and was designed to "protect" Australia's car manufacturing industry from competition from overseas manufacturers.

In 2000, when the WST was replaced by the GST and LCT, while it only applied to sales within Australia of new cars, for reasons never explained, it was extended to apply to the import of cars of any age.

However, rather than raise any significant amounts of revenue, the LCT on Historic Cars has generated only around \$1.2m a year over the past decade. This is less than ¼ of 1% of the overall LCT receipts. This is because it has acted as an effective block on the importation of Historic Cars.⁵⁸²

AHVIG advised that it has made submissions to the Commonwealth government regarding this issue.⁵⁸³

As an example of the impact of the LCT, AHVIG cited correspondence from Mr Wolf Grodd, the owner of Moorooka car restoration business 'Sleeping Beauties'. The correspondence provides a number of examples of historic vehicles which clients wished to import but did not proceed due to the amount of the LCT. The total value of these vehicles was over \$11 million and the LCT would have amounted to approximately \$3.5 million.⁵⁸⁴

Mr Grodd's correspondence states:

I have a classic car restoration business in Brisbane. In 29 years we have restored over 400 cars for customers all over the world.

There is a one-way traffic of classic cars leaving Australia. Major dealers are running expensive adverts in overseas magazines selling to collectors in Europe and USA. That is unavoidable trading - but in the distant past, cars would enter this country or return in time. The LCT however is preventing this for some years now. Australia is slowly being drained of its motoring heritage.

...

As classic cars and restoration projects are getting ever more scarce, Australian collectors are searching overseas for possible purchases. With the LCT applying to values above, I believe, \$65,000, only cheap imports are being considered.

The more collectable valuable cars and projects priced at \$100,000 and well above, are predictably passed over. That not only affects our classic car ownership (regularly requested by Government and charities for historic displays at official occasions) but the restoration businesses are disappearing, along with most other manufacturing.

I understand that the "business" of restoring, preserving and enjoying historic and classic cars is a £5.5 billion industry in UK. We are missing out.

Collectors would be quite prepared to add the 10% GST when purchasing an overseas classic, but not a further 33% on the value above the threshold. So the ATO is missing out as well.⁵⁸⁵

⁵⁸² Submission 44, p 4.

⁵⁸³ Submission 44, p 4.

⁵⁸⁴ Submission 44, p 5.

⁵⁸⁵ Submission 44, p 9.

AHVIG advised that the restoration work on these vehicles would have been significant. In relation to one example provided by Mr Grodd, AHVIG advised:

This is a classic lose-lose, as, due to the LCT, the Commonwealth has missed out on \$100,000 in GST, and the State \$350,000 of work that would have been done here.

A final point – Qld would have shared in the GST forgone, but not the LCT had the vehicles been imported.⁵⁸⁶

AHVIG highlighted that:

...the problem with the luxury car tax from Queensland's perspective is it is such an effective block on importation. The Commonwealth gets no money out of it, but you are also not getting your GST because as you know the luxury car tax goes to federal coffers, GST goes to state coffers and so for that reason we are seeking to enlist a bit of Queensland support in our push to get the luxury car tax removed from the importation of historic cars because if you look at the letters from Wolf Grodd one car alone would have given four people a job for three years that his business would have expanded to employ.⁵⁸⁷

AHVIG also noted:

When the GST came in in 2000, by sleight of hand in Treasury—it was never explained in the second reading speech or anything—it was also made to apply to the import of second-hand cars of any age. Whereas previously you could bring an old car in for nothing, and since the seventies there has been an exemption from customs duty nationally, five per cent on everything currently but more than 30-year old zero customs duty, but what is the point of that if you are then getting hit with 40 per cent combined luxury car tax and so on.⁵⁸⁸

MOCQ also commented on this issue. Both AHVIG and MOCQ suggested that the LCT should be removed for vehicles in excess of 30 years of age.⁵⁸⁹

Committee comment

Whilst the committee understands that the LCT is a Commonwealth tax, it notes there have been calls for its abolition on the basis that the original purpose, which was to protect the Australian car industry, no longer applies. The committee also considers that the LCT not only impacts on the owners of historic vehicles, it also reduces the work available to restorers on these vehicles and impacts on a range of other industries. The committee also acknowledges comments made by stakeholders regarding the impact on GST income to the state.

The committee considers that a review of this issue should be undertaken in order to clarify both the benefits and impacts of the LCT to the Queensland economy and the restoration industry.

Recommendation 7

The committee recommends the Minister for Transport and Main Roads consider raising the matter of undertaking a review of the luxury car tax scheme with his federal counterparts.

⁵⁸⁶ Submission 44, p 5.

⁵⁸⁷ Public hearing transcript, Brisbane, 3 March 2020, p 9.

⁵⁸⁸ Public hearing transcript, Brisbane, 3 March 2020, p 9.

⁵⁸⁹ Submission 11, p 1 and submission 44, p 5.

6.6 Availability of financial assistance

6.6.1.1 *Tenure*

A number of clubs raised the issue of them being ineligible for government/council grants because they did not have tenure.

EMA advised that their club has 'purchased \$18,000 worth of CAMS/ANDRA approved crash barriers and several other assets without any grants or funding. We have found that we have not been eligible for most grants/funding as we do not have tenure'.⁵⁹⁰

GCMGCC noted that in order to access various funding programs, it needs to have secure tenure at a facility. This facility could be developed for training and competition. GCMGCC suggested there was a need for 'the Queensland Government to liaise with the local Council to provide access to facilities'.⁵⁹¹

⁵⁹⁰ Submission 24, p 1.

⁵⁹¹ Submission 19, p 4.

7 Safety of participants

Term of reference (d) states that the committee should consider:

Options to improve the safety of all industry participants.

7.1 Participant safety

DTMR stated:

While the Queensland Government is highly supportive of the economic and social opportunities that will flow from expanding the MRA market, the risk of serious injury and fatality with some forms of MRA is ever present, not just to participants but innocent bystanders and members of the community going about their daily business.⁵⁹²

...

Key participants in the MRA industry are in a position where they can actively influence road safety. Clubs bring together a range of people with a shared interest and enthusiasm in MRAs. One way in which clubs and associations can impact road safety outcomes is by ensuring that the education and information they deliver to their members reinforces the Queensland Government's messaging and efforts to reduce road trauma. Clubs can also improve the safety of participants by separating driver and rider behaviour during a controlled competitive car, circuit racing or motor cross event from acceptable behaviour on the Queensland road network.⁵⁹³

Motorsport Australia advised:

... the key elements of the sport in terms of safety are that it is almost like a closed loop. You have your venues, which you need to licence to make sure they are safe. You have particular sanctioning of events that meet the particular peculiarities of a certain discipline, and we have many disciplines in our sport. With regard to competitor licensing, it is important that you do not let people on tracks who do not have the requisite skills to participate at certain levels. With regard to officials, they are critical—everyone from flaggies to scrutineers to the judicial system. Without them the sport would not operate.⁵⁹⁴

...

We are particularly proud of that infrastructure that supports the volunteers and provides a pathway all the way up to the top. In my view, underpinning that all is venue licensing. It is a bit like having cars on roads without proper road safety. You can sanitise the cars, you can put roll bars into them and you can make them safer by putting airbags into them, but if the roads upon which they travel are not safe then invariably you are running the risk that there will be incidents and consequences. Whilst there is that closed loop, at the head of the loop is venue licensing. We do that around the country and we consider that to be probably our most important role, other than making sure that the officials do their job properly.⁵⁹⁵

⁵⁹² Submission 48, p 11.

⁵⁹³ Submission 48, p 11.

⁵⁹⁴ Public hearing transcript, Brisbane, 3 March 2020, p 14.

⁵⁹⁵ Public hearing transcript, Brisbane, 3 March 2020, p 14.

In relation to motor racing participant safety, QEMSC advised:

Motor racing today is far safer than at any time previously.

Stringent machinery safety rules are enforced for both cars and motorcycles, along with the wearing of safety apparel by riders and drivers.

Tracks now have vast "run off" areas and air fences are deployed at motorcycle race tracks to ensure competitor and spectator safety.

All events have ambulance in attendance with some also having doctors available.

The result is that relatively few serious injuries occur and fatalities are rare.

Adherence to work place health and safety is considered paramount and all officials undergo intensive training.⁵⁹⁶

QMM suggested:

Like any activity, the more opportunity to use skills, the more expertise is gained – in the world of MRA this equates to a higher degree of safety behind the wheel.

MRA Facilities that can influence safety include: -

- a) Publicly accessible racetracks*
- b) Closed public roads for competition*
- c) Commercial driver training centres*
- d) Driver training simulators*
- e) Education and learning centres*
- f) Further relax and subsidise historic vehicle usage*
- g) Encourage community gatherings such as Cars & Coffee as a medium for road safety education.*

Competitive motorsport encourages the development of not only personal skills but the development of safety items that become integral to road vehicles. Improved performance of braking systems, seat belts, lighting and other safety features are tested and developed by the motoring industry.⁵⁹⁷

WCCQ agreed, advising:

Support for more motorsport venues and recreational clubs will enhance road safety by allowing greater numbers of drivers to improve and extend their driving skills with the aim of contributing to a reduction in the road toll.⁵⁹⁸

Speedway Australia advised that competitor safety has improved as new technologies have been adopted. They advised the following in relation to speedway injuries and deaths:

- *Australia's speedway injury statistics are the best in the world, with a halving of injuries in the past decade from an average of 28 in 2008 to 14 in 2018. The speedway injury rate of 0.3% per annum is approximately 10 times better than in New Zealand, mainly due to the types of vehicle that are raced in Australia.*

⁵⁹⁶ Submission 29, pp 6-7.

⁵⁹⁷ Submission 34, p 6.

⁵⁹⁸ Submission 36, p 2.

- *There have been no junior speedway injuries anywhere in Australia since January 2014.*
- *There have been no competitor fatalities anywhere in Australia since November 2008.*⁵⁹⁹

Speedway Australia advised that these injury rates compare well with other sports including:

- Equestrian with a 27 per cent injury rate
- Football with a nine per cent injury rate
- Netball with a 57 per cent injury rate.⁶⁰⁰

7.2 Spectator safety

Speedway Australia considers that spectator safety is an area where ‘there is room for improvement’ and would ‘welcome any government assistance to enhance spectator safety’. Speedway Australia advised:

*Building and maintaining a speedway is expensive, and 13 of the 16 tracks in Queensland are operated by sporting clubs. None of the facilities in Queensland are government owned or maintained, and the sport has to self-fund any upgrades.*⁶⁰¹

Speedway Australia advised its efforts to protect spectators include inspecting tracks every two years to ensure minimum spectator safety standards are met. Minimum standards include minimum size of wire ropes to keep cars from exiting the track and a maximum size of wire mesh to minimise the risk of flying debris. Speedway Australia also advised that it operates its own track safety grant program which distributes \$70,000 per annum to assist venues to improve spectator safety.⁶⁰²

Speedway Australia provided an example of an incident in 2016 where an abandoned grandstand collapsed during a race meeting in Mackay. This led to the operator receiving a ‘\$60,000 fine due to a breach of the *Work Health and Safety Act 2011*’.⁶⁰³

7.3 Role of participants – safety

7.3.1.1 Motor vehicle participants

RACERS advised the committee that the most important component of participant safety is the participant themselves and what is called ‘safety’ is in fact ‘injury mitigation’. RACERS stressed the importance of participants receiving the safety message and ensuring that rules and the codes of conduct are followed to ensure the safest behaviours are displayed.⁶⁰⁴

7.3.1.2 Motorcycling participants

FCAI advised:

*Safety is always a consideration when motorcycles and other recreational vehicles are discussed. In regard to the use of two wheeled motorcycles, the general culture of the requirements for personal protective equipment (PPE) is accepted. In particular helmets are an accepted safety measure.*⁶⁰⁵

⁵⁹⁹ Submission 42, p 5.

⁶⁰⁰ Submission 42, p 5.

⁶⁰¹ Submission 42, p 5.

⁶⁰² Submission 42, p 5.

⁶⁰³ Submission 42, p 5.

⁶⁰⁴ Public hearing transcript, Brisbane, 17 February 2020, p 13.

⁶⁰⁵ Submission 35, p 5.

FCAI also advised:

Many road bike riders realise that the only way to enjoy the full performance capability of their motorcycle is to take it onto the race track, where they do not face the everyday road hazards (distracted drivers, uneven and broken road surfaces, etc.), and can concentrate on improving their skill level in a safe environment.⁶⁰⁶

7.4 Role of industry bodies

Motorsport Australia advised:

An important element to ensuring the required safety standards are met by event organisers (the majority being CAMS-affiliated sporting car clubs) who stage motorsport events in Australia and Queensland, is the provision by CAMS of a CAMS Permit. Permits are issued by CAMS for both sporting and non-sporting events.

CAMS Permits are a critical part of the safety framework created by CAMS. Event organisers obtain CAMS permits for their events for the following reasons:

- *To gain access to CAMS' national insurance program for the event or for specific sections of the event*
- *To establish a proposed event's safety, regulatory and sporting parameters*
- *To identify any conflicts with other permitted events being staged under CAMS sanction*
- *To assist with safety and risk analysis*
- *To provide Government reporting⁶⁰⁷*

Motorsport Australia also advised that it:

... considers that to be a closed loop of safety and if you take out one of those components inevitably the loop gets a bit weaker. It is like a chain link. If you take out officials, then the sport suffers. If you do not properly licence competitors, then that has a flow-on impact. When making sure that the venues are safe, you have to think about the officials and the spectators.

...

In our opinion, a true sanctioning body opinion provides all of those elements. You cannot just be an insurer or provide a venue; you need to provide a holistic approach to motorsport safety. For that reason, it is no accident that Motorsport Australia is recognised as one of the best in the world.⁶⁰⁸

In relation to whether industry bodies such as Motorsport Australia and Motorcycling Australia have been delegated any authority by government⁶⁰⁹ in regard to safety, AIMSS advised that they did not. AIMSS considered this:

... is unfortunate and, in our view, a risk not only for the sport but to the community.

There are many countries in the world where motorsport can only be conducted if it is sanctioned by the relevant sporting authority delegated by the FIA (for 4 wheels) or the FIM (for 2 wheels). The governments of these countries recognise the inherent danger of the sport and the fact that the risk management of the sport can only be done by truly professional organisations linked to the international bodies and with access to the standards and resources of those international bodies.

⁶⁰⁶ Submission 35, p 2.

⁶⁰⁷ Submission 38, p 13.

⁶⁰⁸ Public hearing transcript, Brisbane, 3 March 2020, p 14.

As noted above Motorsport Australia and Motorcycling Australia are both National Sport Organisations (NSOs) as declared by the Australian Government, through Sport Australia.

It is the strong view of AIMSS that the conduct of motorsport in Australia should be regulated within the respective disciplines, by the application of the standards established by the world governing bodies through their delegated authority holders. This is the only way to ensure “world’s best practice” and to minimise risk.⁶⁰⁹

The committee sought additional information from DTMR on this issue including the relationship it has with Motorsport Australia and Motorcycling Australia. DTMR advised:

Queensland Fire and Emergency Services (QFES) has had a long and productive relationship with event organisers for the Gold Coast, Ipswich and Townsville motor racing events. The delineation of duties ‘on track’ and ‘off track’ is clear, with all on track activities being the responsibility of the race organiser. The responsibility for structural fire response remains with QFES.⁶¹⁰

...

TMR has entered into an agreement with Motorsport Australia, previously known as the Confederation of Australian Motor Sport. This agreement sets out the circumstances for when Motorsport Australia licenced vehicles can be used on-road for rally competitions and related activities, even though they may not comply with certain Australian Design Rules. This agreement outlines TMR’s expectations of Motorsport Australia when issuing, renewing, cancelling or suspending an Authority to Operate (on-road) for rally vehicles.⁶¹¹

QFES’s roles and responsibilities are considered further in section 7.7.

GCMGCC advised the committee that motor sport is strictly regulated and controlled under the governance of Motorsport Australia ‘which sets the safety and regulatory framework for the high safety standards both the cars and the event must meet’.⁶¹² GCMGCC also advised that the result of the sport being highly regulated and enforced by Motorsport Australia is that the sport has a ‘very good safety record’.⁶¹³

HRCC advised that its affiliation with Motorsport Australia ‘establishes the foundations of car eligibility, safety as well as event regulations and control’.⁶¹⁴

MGCCQ noted that both Motorsport Australia and FIA are:

... constantly reviewing current safety standards to recommend improvements as necessary. The constant reviews look at improvements to the motor vehicle, driver protection, circuit design and safety, as well as training for volunteer officials.⁶¹⁵

Whilst affiliated with Motorsport Australia, HRCC noted:

The Club also actively works with non-CAMS affiliated event promoters to enable a broad range of motorsport experiences to be available to its members. The annual racing calendar includes circuit racing, super sprints and hillclimb events which are well supported by Queensland competitors and also attract a large contingent of interstate competitors.⁶¹⁶

⁶⁰⁹ Australian Institute of Motor Sport Safety, correspondence dated 24 June 2020, p 6.

⁶¹⁰ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 5.

⁶¹¹ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 5.

⁶¹² Submission 19, p 3.

⁶¹³ Submission 19, p 4.

⁶¹⁴ Submission 28, p 4.

⁶¹⁵ Submission 39, p 3.

⁶¹⁶ Submission 28, p 4.

In relation to safety, Speedway Australia advised:

... it is the ability to obtain cost-effective public liability insurance that acts as incentive for motorsport to operate in a manner that is acceptable to the community. Government legislation plays no part in achieving good outcomes.⁶¹⁷

To support this statement, Speedway Australia provided the following example:

... in the 1990's speedway insurance costs spiralled out of control nationally as competitors were killed and spectators injured. 1997 saw a total of 65 personal accident and public liability claims, and insurance costs rising to over \$3000 per race meeting. The sport was perceived as an unacceptable risk, and the cost of insurance led to track closures and an inability for other venues to invest in facilities. Speedway Australia was setup in the aftermath of this and now operates as a not-for-profit organisation. In 2019 is able to celebrate a number of milestones that indicate the success of the unified approach: -

- A total of 13 personal accident and public liability claims in 2018/19 (down from 65 in 1996/97)*
- 11 years without a competitor fatality in Australia*
- Competitor injury rate at all-time low in 2018/19, with no youth injuries since January 2014*
- 33% reduction in public liability insurance costs for tracks since 2017*
- Competitor licence fees frozen since 2014.*
- 28 safety-related rule changes in 2018 alone.*

These improvements been achieved by the stakeholders of the sport who have realised the need for reform. There has been no oversight from the community/government into this process at all, and it is obvious that this would be beneficial to society if for example, none of these changes had been enacted by the sport.⁶¹⁸

Speedway Australia explained:

As a sport, if you end up injuring people or worse then you end up paying more for insurance. In the 1990s, there was a really big spike in those kinds of occurrences. Then the public liability insurance went up and it became unaffordable. Venues closed or had to make changes. That is how Speedway Australia was formed in terms of trying to keep the sport operating, by getting insurance to continue. That has been successful. These guys in the other 15 venues in Queensland operate under the fence rules because it is the best way to stay open over a long period of time.⁶¹⁹

In relation to options to improve the safety of karting participants, Karting Queensland advised:

Karting Australia has a system of maintaining safety through the rules and regulations around the sport. These rules are reviewed annually and updated where improvements are identified. In conjunction with the rules, there is a system of licensing tracks which incorporates industry best practice.

While these policies are in place, it is recognised that there is always room for improvements. Clubs regularly apply for grant funding to upgrade facilities and Karting Australia has a system of internal grants for track and safety improvements.⁶²⁰

⁶¹⁷ Submission 42, p 4.

⁶¹⁸ Submission 42, p 4.

⁶¹⁹ Public hearing transcript, Brisbane, 16 March 2020, p 8.

⁶²⁰ Submission 46, p 2.

7.5 Participant licencing

Motorsport Australia advised that it has developed a suite of competition licences:

Active and financial members of CAMS affiliated sporting car clubs can obtain these licences and participate in CAMS sanctioned events, subject to other requirements being met (e.g. vehicle, club membership, apparel, minimum licence level, etc.). Similar to CAMS' position on officiating accreditations, CAMS does not accept or recognise any other entity's competition licences at CAMS sanctioned events. In addition, competitors who have experience at four-wheeled motorsport events within Australia that has been obtained outside the jurisdictions of CAMS, are not able to use that experience when seeking to apply for dispensation for CAMS competition licences.⁶²¹

In relation to drag racing events, Motorsport Australia advised that ANDRA has:

... a range of licences 'based on the performance of a car or motorcycle that may participate in drag racing, subject to a number of requirements including at most levels a medical declaration by a certified medical practitioner for suitability in motorsport activities. ANDRA does not recognise any other entities' drag racing licence at ANDRA sanctioned drag racing events.⁶²²

IHRA Australia also has a range of licences covering professional drag racing to 'Sportsman' classes and juniors. Vehicles are also required to undergo technical inspection and safety equipment is specified.⁶²³

Both AASA and RACERS provide a suite of competition licences.

Table 8 provides examples of comparative costs for participant licences.

Table 8: Comparative costs of participant licences fees

	AASA	RACERS	Motorsport Australia
	\$	\$	\$
Club level licences			
Club Licence	95.00		
Club Licence Juniors (12+)	35.00		
Clubman Licence (day or event)		20.00	
Clubman Licence Annual		75.00	
Non Speed			97.00
Speed			143.00
Non Speed Junior			35.00
Speed Junior			35.00

⁶²¹ Submission 38, p 11.

⁶²² Submission 38, p 11.

⁶²³ International Hot Rod Association Australia, 'Competitors Information', <https://www.ihra.com.au/Competitors-Information.html>.

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	AASA	RACERS	Motorsport Australia
	\$	\$	\$

Racing Licences

National Race Licence	225.00		
National Rice Licence Juniors (14+)	225.00		
Extreme Event Licence	80.00		
Extreme Event Licence Juniors (6+)	35.00		
National Racing Licence (day or event)		60.00	
National Racing Licence		250.00	
NC National Circuit			524.00
PC Provisional Circuit			524.00
CC Clubman Circuit			336.00
PCC Provisional Clubman Circuit			336.00

Karting licences

National Karting Licence	125.00		
National Karting Licence Juniors (14+)	35.00		
Club Karting Licence	85.00		
Club Karting Licence Juniors (6+)	35.00		

Superkart licences

NSK National Superkart			412.00
NSKJ National Superkart Junior			163.00
PSK Provisional Superkart			412.00
PSKJ Provisional Superkart Junior			163.00

Speedway licences

National Speedway Licence	120.00		
National Speedway Licence Juniors (14+)	35.00		

Rally/Off road licences

National Tarmac Rally Licence	225.00		
Tarmac Rally Navigator Licence	180.00		
National Gravel Rally Licence	100.00		
Gravel Rally Navigator Licence	100.00		
NR National Rally			270.00
NRN National Rally Navigator			270.00
CR Clubman Rally			198.00
CRN Clubman Rally Navigator			198.00
NRJ National Rally Junior			\$ 70.00
NRNJ National Rally Junior Navigator			70.00
NO National Off Road			249.00
NOJ National Off Road Junior			70.00
NON National Off Road Navigator			249.00
NONJ National Off Road Navigator Junior			70.00
CO Clubman Off Road			150.00
CON Clubman Off Road Navigator			150.00

	AASA	RACERS	Motorsport Australia
	\$	\$	\$
NON Clubman Off Road Navigator Junior			\$ 35.00
National Competition Individual			447.00
National Competition Company, Group or Team			1,143.00
National Competition Publicly-listed Company			2,180.00

International licences

International Competition Individual			579.00
International Competition Company, Group or Team			1,352.00
International Competition Publicly-listed Company			2,683.00
International Circuit A			1,946.00
International Circuit B			1,839.00
International Circuit C			1,717.00
International Circuit D			1,560.00
International Circuit C Historic			595.00
International Superkart			889.00
International Rally			518.00
International Rally Navigator			518.00

Source: Australian Auto-Sport Alliance, 'Annual Licences' <https://aasa.com.au/licences/annual-licences/>; Recreation And Competitive Event Resources & Services Pty Ltd, 'Frequently asked questions', <https://racers.world/frequently-asked-questions>; Motorsport Australia, 'Motorsport Australia Competition Licences', <https://motorsport.org.au/membership/licence>.

7.6 Vehicle safety

BSCC advised that vehicles used in Motorsport Australia car rallies are based on normal sedans. BSCC advised:

These are modified to fit CAMS approved Roll Over Protection, special competition seats and mounts, full harness seat belts, high standard of fire suppression equipment, updated brakes and suspension. Under body protection is fitted to improve safety and reliability as the car traverses gravel roads. All cars run on gravel rally tyres which are specially designed by major tyre manufacturers to give maximum traction and braking on gravel roads. These tyres are also effective and safe on bitumen roads. Engines can only be modified under strict CAMS regulations and the cars are inspected by experienced CAMS approved technical experts (scrutineers) and log books issued when they are found to be compliant.⁶²⁴

In relation to advice provided by Motorsport Australia, BSCC advised:

CAMS, through its Regulations in the Manual of Motor Sport and the National Rally Code, sets the standards for safety and overall organisation of a rally at club, State and National levels. The FIA provides the overarching Regulations and Technical requirement for all International events including the Asia-Pacific Rally Championship and the World Rally Championship. These Regulations have a major focus on event safety with particular reference to the safety of crews, officials and the public.

⁶²⁴ Submission 37, pp 3-4.

In Queensland, the CAMS Manual of Motor Sport and the National Rally Code are supported by the Queensland Rally Handbook which is issued by the CAMS Queensland State Council and published under "Regulations" on the CAMS Queensland website.⁶²⁵

7.7 Role of government – participant safety

DTMR advised that the Queensland Government, through the QFES, provides fire and first-aid response standby services to the motor events industry. DTMR advised:

The Training and Emergency Management (TEM) unit within QFES advises that fire and medical response coverage at motor recreation events varies widely. This is because services over and above minimum regulatory requirements are at the discretion of venue management and event organisers.

At a minimum, track racing events typically have standby crews for 'trackside' response (often provided in conjunction with the Retired Firefighters Association). Larger racing events such as the Supercars usually also provide standby crewing for 'non-track areas' (carpark, food preparation and service etc.) for fire and first-aid response. However, this capability may not be present at smaller events and venues.⁶²⁶

Whilst Speedway Australia considers that motor sport is self-regulating and injury rates are at an all-time low due to the changes that have been made in recent decades, it believes there is still room to improve participant safety with the assistance of the Queensland Government.⁶²⁷

Speedway Australia advised that it would welcome any legislation or policy that:

- *enhances the ability of the sport to operate within minimum safety standards that are acceptable to the community*
- *recognises the contribution of speedway to the economic and social wellbeing of Queensland*
- *enables speedway to access government stakeholders and work together for the benefit of the sport and the Queensland community.⁶²⁸*

4WDQ suggested that the Queensland Government should sponsor a program:

... to create driver awareness and training videos on recreational issues, such as safe vehicle recovery practices, use of snatch straps, driving in sandy terrain and tyre pressure etc. for use on Government and recreational association web sites, radio and TV medium. These are all issues that non experienced drivers who aren't members of recreational clubs fall victim to on a regular occurrence and unsafe vehicle recovery practices have often resulted in death; this needs to be addressed through an education program.⁶²⁹

⁶²⁵ Submission 37, pp 4-5.

⁶²⁶ Submission 48, p 12.

⁶²⁷ Submission 42, p 5.

⁶²⁸ Submission 42, p 4.

⁶²⁹ Submission 49, p 10.

4WDQ advised:

*We wrote to the minister and asked for training. We asked for some community engagement and community education through online means and advertisement. We lose quite a few people each year to four-wheel drive recovery accidents. They hook up the vehicles incorrectly, the snatch strap breaks and they kill themselves. We asked for a TV advertisement or snippets every now and then on certain channels, but we never heard anything back. We asked for other things like showing people how to drive on beaches and things like that. We are only so big. Like the last group, we can only teach our own people so much. We cannot teach the public unless we have that assistance.*⁶³⁰

Committee comment

The committee considers that the suggestion by 4WDQ to create a range of safety and training videos has merit. In addition to those suggestions, the committee considers that additional training for those new to caravanning would also be useful. However, the committee notes that watching a video can never replace the benefits of physical training. The committee is of the view a range of training programs needs to be developed for the general public, including those new to MRAs, to enhance participant safety. The committee considers there is a role for registered training organisations as part of this process.

Recommendation 8

The committee recommends the Queensland Government investigate options for developing a range of training programs for the general public, including those new to motor recreational activities, to enhance participant safety.

7.8 Role of facility owners/operators – participant safety

RACERS advised that part of the attraction of MRA for participants is the ‘thrills’ associated with the perception of danger due to speed and risk, and ‘venues need to be designed to heighten the perceived danger BUT are less injurious when the participant does make a mistake’. RACERS advised that there is a need to:

... satisfy this need for excitement in people who want the thrill of pushing the limits whilst making sure they survive long enough to bring progress to the people that will enjoy the fruits of the risks they take in science, medicine, computers, agriculture, law and all the other activities, including space exploration, that benefit everybody through moving humankind to higher levels of achievement.

*MRA venues should be designed to maximise the perception of pushing the limits and minimising the injurious outcomes. Nobody participates in MRAs without expecting that someone will get hurt, possibly permanently, but that is the risk they are forced to accept to feed what is known as the “Explorer” gene. Obviously named after the people who left comfortable homes to cross the prairies and oceans.*⁶³¹

⁶³⁰ Public hearing transcript, Brisbane, 16 March 2020, p 20.

⁶³¹ Submission 22, p 12.

BSCC provided the following advice regarding the process for approving a car and driver at an event:

Once a Rally Car is built, log booked by CAMS and registered for use under the RVRS, it is ready for entry into a rally event for which CAMS have issued a Permit and Certificate of Insurance. All cars entered in every CAMS approved event are subject to pre-event checks for safety and eligibility and the apparel of the crew (including driving overalls, helmet and Frontal Head Restraints) are also checked. This process demonstrates a very high focus on the safety of the car and the driver and co-driver.⁶³²

In relation to event safety, BSCC advised:

Safety on the event is the key focus of the organising team. CAMS, through its Regulations in the Manual of Motor Sport and the National Rally Code, sets the standards for safety and overall organisation of a rally at club, State and National levels. The FIA provides the overarching Regulations and Technical requirement for all International events including the Asia-Pacific Rally Championship and the World Rally Championship. These Regulations have a major focus on event safety with particular reference to the safety of crews, officials and the public.⁶³³

7.9 Track safety developments

7.9.1.1 Motor racing venues

AIMSS advised that it firmly believes:

... all motor sport in Australia should be conducted in the safest manner possible. It believes that this is only possible where events are conducted according to the best available safety regulations, such regulations being founded on relevant and up to date research.⁶³⁴

AIMSS considers that this means 'applying the standards set internationally by the FIA for four-wheeled motor sport, and the FIM for two and three-wheeled motor sport'.⁶³⁵

QSC agreed with this assessment, advising:

The vehicle rules put in place by the FIA are being assessed and upgraded as an ongoing process to ensure vehicles remain as safe as possible. Track safety requires the same ongoing process to ensure constant improvement. To reach this goal requires research projects which, in turn, means funding from the government. This research would need to include inputs from overseas tracks to ensure our Australian tracks are of the highest, and therefore safest standard at all times.⁶³⁶

AIMSS stated it:

... is aware that in Queensland some motor sport events are conducted outside of the above regulatory regime. AIMSS considers this to be a dangerous practice and respectfully urges government to ensure that motor sport events in Queensland are conducted under the authority of, and with the sanction of, the respective internationally-recognised bodies.⁶³⁷

⁶³² Submission 37, p 4.

⁶³³ Submission 37, p 4.

⁶³⁴ Submission 41, p 15.

⁶³⁵ Submission 41, p 15.

⁶³⁶ Submission 45, p 2.

⁶³⁷ Submission 41, p 15.

7.10 Role of clubs

7.10.1.1 Motor vehicle clubs

In relation to rally events, BSCC advised that safety is a key focus of the organising team and described the process involved in safety planning for an event:

All car rallies, whether at Club or International level, are planned to ensure a high standard of sporting interest while maintaining a very high standard of safety for the participants, officials managing the event, spectators and the general public.

A modern Special Stage rally comprises two types of sections. The competitive sections on a rally are called Special Stages and are always conducted on closed forestry roads within State Forests managed by HQPlantations Pty Ltd or on shire roads that are closed to the public. These road closures are achieved by the issue of Permits from HQPlantations Pty Ltd for State Forest roads, the relevant local authority for shire roads and the Queensland Police Service for all roads used. Any affected land holders are advised and consent requested. Leaseholders within State Forests are advised direct by HQPlantations Pty Ltd as part of its Permit process. A Permit is also required to be issued by CAMS for the event and a Certificate of Insurance (\$50M Public Liability) is issued by the CAMS Insurer to the organiser to cover the conduct of the event.

Where Rally Cars travel on public roads (called liaison sections) between Special Stages, they are subject to all State road laws and rally timetables require an average of between 60 and 80 kph depending on local road and traffic conditions.⁶³⁸

BSCC advised that event organisers are required, under the Motorsport Australia regulations, to provide:

... a detailed road book which not only gives the directions to be taken to traverse the rally route but also includes warnings of hazards (or cautions) on the route. Organisers also provide medical intervention vehicles (ambulances and paramedics) at either Rally HQ or other specific sites on the route for National and International events.

All tracks and roads that may allow public access to the competition route are to be effectively closed to traffic by either safety bunting on minor tracks or the presence of signage and officials on more major roads.

Competitor and public safety is further enhanced by the establishment of radio communications between the organiser in Rally HQ and all special stage time controls and officials at roadblocks and radio monitoring points. Medical vehicles are also provided with radio links to Rally HQ. This allows active tracking of the rally cars as well as instant communications in the event of an accident or a public intrusion onto the closed rally route. This system has proven itself many times and greatly enhances event safety.⁶³⁹

In relation to spectator safety at events, BSCC advised:

Spectator Points are designed as an integral part of the planning of the route of an event. These points are designed to ensure that spectators can get a good view of the rally cars at a given location without being at risk if a car overshoots a turn or runs off the road. Spectator Points are always managed by experienced rally officials and are in direct radio contact with Rally HQ. Specific Instructions are prepared to show spectators how to get to a Point and where to safely stand when they are there. In addition, BSCC imposes a strict No Smoking policy to all forest or bush areas used on events.⁶⁴⁰

⁶³⁸ Submission 37, p 4.

⁶³⁹ Submission 37, p 5.

⁶⁴⁰ Submission 37, p 5.

BSCC considers that

*... road safety outcomes are enhanced by this rigorous approach to responsible driving and, of course, the practical car control skills developed by rally drivers.*⁶⁴¹

QHMC advised:

Historic vehicles owners generally maintain their vehicles to a high standard and operate these vehicles well within their performance specifications to ensure reliability and preservation of the vehicle.

*Rally events are conducted with well planned routes and often in rural areas. Volunteers from car clubs, charity and local community groups are often recruited to assist with parking and traffic control at both static and touring events.*⁶⁴²

VCAQ agreed advising:

Within the Historic Vehicle Clubs, safety of vehicles, passengers and general public is always a priority.

Our vehicles are regularly inspected and maintained generally to a high degree, the drivers are briefed on safety issues before events, i.e. road conditions, speed limits, parking etc. & especially so at those events where members of the public will be in attendance. These types of events are always well supervised and adhere to Qld standards of work place health & safety.

*Many owners of Historic Vehicles tend to transport their vehicles by trailer to particular events where they feel driving the vehicle is not appropriate.*⁶⁴³

Mr James also agreed, advising:

*We do quite a good job of providing for our own safety with most historic motor vehicle clubs conducting risk assessments on all types of activities and delivering safety briefs to participants prior to commencement of events.*⁶⁴⁴

VCCA(Q) advised that the safety of drivers, vehicles and the general public is of paramount importance for the club when planning an event including providing alert signage, good instructions, traffic control marshals and the quick rescue of stricken vehicles.⁶⁴⁵

Mr McLaren suggested to the committee that safety is improved through members' participation in inspecting other members' vehicles. Mr McLaren also advised:

*All Heritage vehicle owners and drivers do keep their vehicles in top condition. Most Clubs annually hold a "bonnets up day", where time is set aside for inspections of vehicles, using facilities (e.g. inspection ramps) and qualified and knowledgeable members for consultation.*⁶⁴⁶

QHMC also commented on this issue, advising:

*Many historic motoring clubs conduct 'Inspection Days' where members are invited to have their vehicle inspected by other club members and or qualified mechanics who may identify issues that may need rectification.*⁶⁴⁷

⁶⁴¹ Submission 37, p 6.

⁶⁴² Submission 30, p 15.

⁶⁴³ Submission 18, pp 5-6.

⁶⁴⁴ Submission 20, p 2.

⁶⁴⁵ Submission 26, p 5.

⁶⁴⁶ Submission 12, p 2.

⁶⁴⁷ Submission 30, p 15.

7.10.1.2 Aeromodelling clubs

In regards to the safety practices adopted by aeromodelling clubs, both RDAC and KAMS advised:

... our club operates under the various Manuals of Procedures, ensuring safe operation within our allotted airspace and maintaining safe operations for pilots and visitors alike. We have two designated instructors who guide newcomers in the art of model flying to ensure safe and competent flying of the models.⁶⁴⁸

⁶⁴⁸ Submission 21, p 2, and submission 27, p 1.

8 Community engagement

Term of reference (e) states that the committee should consider:

The impact on youth training and community engagement from motor recreational activities, including health and well-being outcomes.

8.1 Club contribution to youth training and social inclusion

Motor vehicle club submitters identified their roles in driver training as a key contribution to youth training. This issue is discussed further in section 9.4 of this report.

BSCC advised that its members have:

...always worked to mentor the development of young people in their endeavours to enter motor sport as a competitor or an official.⁶⁴⁹

And:

... actively encourages young people to take on roles in the administration of the sport and there are many young people involved as officials including timekeeping/scoring as well as working as part of the crew of safety (course) vehicles which travel over the route to check the roads are ready for competition.⁶⁵⁰

BSCC also advised:

The structure of the Queensland Rally Championship includes a Junior Champion award as well as a Novice class to encourage new competitors, especially young people. BSCC has always had an annual award for Junior Club Champion within its Club award structure.

In 2019, the Queensland Rally Champion is a 21 year old who has risen through the Queensland State Championship levels. His co-driver is the 2018 and current Queensland Junior Rally Champion Co-driver.⁶⁵¹

Mr Felstead identified that electric dirt bike parks could support sport and recreation activities for young people to help 'combat crime, anti-social behaviour, alleviate boredom, increase physical exercise, increase family and community connections and help combat mental and other health issues'.⁶⁵²

In relation to youth training and development, RDAC noted that some of its junior members have gone on to work in the aircraft industry, including as pilots and maintenance engineers.⁶⁵³ In addition, RDAC advised:

One of our members (who now lives in Brisbane) works for a company that designs and supplies racing drones to customers all over the world. His employment is thanks to the skills and knowledge gained in the hobby.⁶⁵⁴

KAMS advised that:

We currently have a 14-year-old learning to become a proficient pilot under the guidance of a senior pilot.⁶⁵⁵

⁶⁴⁹ Submission 37, p 5.

⁶⁵⁰ Submission 37, p 5.

⁶⁵¹ Submission 37, p 5.

⁶⁵² Submission 4, p 2.

⁶⁵³ Submission 21, p 2.

⁶⁵⁴ Submission 21, p 1.

⁶⁵⁵ Submission 27, p 1.

8.2 Health and well-being outcomes

Submitters identified a range of positive health and well-being outcomes relating to participation in MRAs.

Mr Malone, advised:

*Mental Health is an area that has been rising in prominence in recent years, with motorised recreational activities not receiving the recognition of the important role they play in keeping people active, inspired and hopeful. MRA's are a very large past-time nationally involving hundreds of thousands of people. Participants often feel that both the Government and wider community are often seeking to quell their interest or even curtail it, both in on-road and on-track environments. We need to come to terms with the positives of this hobby, rather than just focussing on the negatives, and mental health is one positive that is barely recognised.*⁶⁵⁶

QHMC advised:

*Around the world there have been programs initiated to assist persons dealing with mental health issues by encouraging participation in historic vehicle restoration as a group activity which give the person a connection to group participation and assistance in learning new skills vital to them going forward. Such programs already in place include participation in race teams for ex armed service personnel suffering post traumatic stress disorder and other ailments.*⁶⁵⁷

Mr Malone also commented on the government's aims to get Queenslanders moving, advising:

It has been recognised that there are often significant barriers to being active or playing sport, including age and health, disability and socio-economic factors. The hobby of motor vehicles presents an opportunity for a wider cross-section of the community to be involved than in traditional sports, including over a much wider age span. Motor vehicle restoration is not an 'instant' hobby in the sense that it takes time to achieve goals, learning along the way, thus making it particularly valuable for 'at-risk' youth identified in the Queensland Youth Strategy.

HRCC identified that MRAs could be beneficial for health:

*As a leisure and recreational activity that fosters team spirit, competition, general health and fitness, the meeting of new persons and family involvement ensues at times what might be considered a relaxing environment. Motorsport offers a great opportunity for employment and community and social well-being and interaction regardless of gender, age or nationality.*⁶⁵⁸

QMM provided anecdotes of improved mental health outcomes and self-confidence for participants involved in historic vehicle restoration.⁶⁵⁹

FCAI noted that many children over the past 50 years have grown up with access to small capacity off-road motorcycles.⁶⁶⁰ FCAI advised:

*There is also evidence that there are mental health benefits from the activity. The high skill and fitness levels needed to ride a motorcycle, have proven health benefits for the rider, and as a result the wider community.*⁶⁶¹

⁶⁵⁶ Submission 54, p 13.

⁶⁵⁷ Submission 30, p 15.

⁶⁵⁸ Submission 28, p 10.

⁶⁵⁹ Submission 34, p 6.

⁶⁶⁰ Submission 35, p 3.

⁶⁶¹ Submission 35, p 2.

FCAI also commented that in addition to being companionable, other benefits to 'off-road biased' motorcycles includes 'being outdoors, in the environment, and for the most part, participating in an activity that challenges the rider both physically, and mentally'.⁶⁶²

ADBA cited a 2009 research paper prepared by The University of Queensland Healthy Communities Research Centre (HCRC) entitled 'Trail Bike Riding Needs Analysis' (HCRC Study). The HCRC Study identified the benefits of trail bike riding:

The personal benefits riders report are: freedom, enjoying and appreciating the outdoors, the environment and the scenery, Australia, the adventure, exploring, fun, excitement, thrill, adrenalin, speed and working on the bike. The cognitive and physical benefits riders reported were: the demand of the sport requiring high level of concentration and improvement in decision making. While the physical demand of the sport required high level of physical fitness, a chance to exercise and keep fit, improvement of riding abilities, control, reflex and co-ordination, the challenge of different natural obstacles, enjoyment of non drinking culture and keeping the children active.

The mental health benefit aspect is the physical demand of the sport which provides stress relief and relaxation also the ability of getting away from it all, escapism, and fun.

Riders also reported the social benefits of trail bike riding indicating that it was an opportunity to have quality family time, teaching the children how to ride, an opportunity to spend time with friends (mateship), meeting new people, belonging to a sub-culture, keeping us out of trouble, increasing responsibility towards other riders, and appreciating the harmony between city and country.⁶⁶³

The HCRC Study concluded:

This report demonstrates that trail bike riding is a healthy lifestyle. Riders in both surveys perceive trail bike riding as a social activity which is beneficial to their personal well-being, their physical and mental health, and the relationship with their family and friends. The number of bikes reported and the expenditures related to trail bike riding indicate that this sport makes a significant contribution to Queensland's economy. In addition, trail bike riders are concerned with being able to continue practicing the sport in an organised and well managed fashion while taking into consideration the concerns of local communities. Strong empirical research is needed to validate the riders' perception of the benefits of the sport and also to generalise findings to the population of riders.⁶⁶⁴

MQ advised:

Research indicates that behavioural issues, particularly amongst youth are related to sedentary lifestyles. What we know about motorcycling is that is anything but sedentary. It requires the individual to be fit, healthy, alert, engaged, willing to learn, happy to get their hands dirty in terms of machine maintenance and up-keep, and that the rewards in relation to this effort are enormous, in terms of learning new skills, building confidence, helping others achieve their goals, etc.⁶⁶⁵

⁶⁶² Submission 35, p 3.

⁶⁶³ Submission 53, p 8.

⁶⁶⁴ Submission 53, p 9.

⁶⁶⁵ Submission 55, p 10.

And,

*There is evidence, albeit mostly anecdotal, that there are many mental and physical health benefits associated with motorcycling. The high skill, fitness and concentration levels needed to ride a motorcycle, have proven health benefits for the rider, and as a result the wider community.*⁶⁶⁶

As noted in section 6.4.6, MQ suggested a need for further research on this topic, advising:

*Acquiring data on the above areas of this sport will benefit the sport and industries in support of it. The fitness value will attract more people to the sport and thus yield national benefit for fitter and healthier Australians.*⁶⁶⁷

Mr Felstead identified studies that show the positive benefits of sport and recreation on children's physical and mental health and the need for children to be able to take risks in a controlled environment. He particularly noted a study by Eager and Little that identified risk-deprived children are 'more prone to problems such as obesity, mental health concerns, lack of independence, and a decrease in learning, perception and judgment skills'.⁶⁶⁸

Mr Felstead described his own experience:

*Risk taking in young people, particularly boys, and even more so those diagnosed with ADHD are prevalent. Many dirt bike riders and bicycle riders share a common understanding of the benefits to their mental clarity from riding, myself included. Having been diagnosed with ADHD as an adult, along with my 7 year old son, I appreciate first hand the importance riding dirt bikes has had on my own mental health. I have lived through the challenges associated with mental ill health, and have found the thrill, risks and physicality of riding a dirt bike, helps to clear the mind and raise the spirit. As a child, I would use my dirt bike as an outlet, particularly when I was feeling frustrated or had challenging emotions. It is a dream of mine to offer this therapeutic outlet to other children.*⁶⁶⁹

The Eager and Little study defined 'Risk Deficit Disorder' to mean the growing and unhealthy trend of attempting to remove all risk from within our community and the problems that this risk removal indirectly creates. Eager and Little concluded that there is a need 'to correct the risk-averse counter-productive mindset and replace it with a mindset that includes the benefits of risk'. Eager and Little considered that 'well designed play space can have all the known hazards eliminated and still be exciting and challenging to the child at play'.⁶⁷⁰

RACERS advised that Queensland Raceways Operations Pty Ltd (QRO) has delivered approximately 54 limited speed events per year over the last 15 years. RACERS advised that its 'mantra for young people is, "Roads are for transport – tracks are for fun!"'. RACERS advised:

It is reasonable to claim that, to date, QRO has delivered about 50,000 "seats" or occasions of service, for the limited speed events customer base and an equal if not bigger number for skids, drifts and Roll Racing in the same period.

⁶⁶⁶ Submission 55, p 10.

⁶⁶⁷ Submission 55, p 10.

⁶⁶⁸ Submission 4, p 2.

⁶⁶⁹ Submission 4, pp 2-3.

⁶⁷⁰ Eager, D and Little, H, *Risk Deficit Disorder*, Proceedings of Institute of Public Works Engineering Australasia Conference. Canberra, Australia, August 2011, p 1.

When one of these young people go onto the road they have nothing to prove because they have already done it at the track and have a real sense of superiority in peer group pressure situations because they have demonstrated their prowess not only in being able to perform but in being smart about doing it by going to a race track. This display of common-sense is also highly appealing to the many members of the opposite gender and social interaction, especially at the night events, is a key attraction to attending these events.⁶⁷¹

RACERS suggested:

For the sake of young people and their effect on the road toll, the Qld Government needs to find more ways to encourage the creation, delivery and participation in these types of activities.⁶⁷²

RACERS provided the following anecdote about why providing a space for MRAs is important:

... we had just started up the Friday night drift practice at Queensland Raceways. We had about 100 young men out on the track burning rubber. It was fantastic to watch. There was a bloke standing next to me who was bigger than Shane. He turned around and in a very gruff voice said, 'Are you John Tetley?' I said yes. He grabbed me by the shoulders, started pumping my hand up and down, nearly tore my arm off, and said, 'My son's out there and he was at Archerfield last week. Now not only can I see what he's doing but I can help him do it, and he's doing it somewhere where people are relatively safe.'⁶⁷³

Speedway Australia advised:

Motorsport provides a number of protective factors for mental health of our youth, in particular females, owing to the non-divisive nature of the sport.

...

For communities, a vast majority of Speedway venues across Queensland are operated by non-profit clubs, providing stakeholders with invaluable community engagement through fundraising for, planning and taking part in Speedway events.⁶⁷⁴

In relation to health, well-being and community engagement outcomes from participation in aeromodelling, RDAC advised:

Our club has participated with a local school in the building and flying of small rubber powered models. This proved very popular with the group of students, allowing them to gain skills using small hand tools, reading instructions and measuring, along with learning the basics of aerodynamics.⁶⁷⁵

8.3 Role of government – community engagement

DTMR advised the committee:

The Activate! Queensland 2019-2029 strategy is accompanied by Our Active8 2019-2022 (Action Plan) which outlines practical, whole of government actions for the next three years. Of relevance is Action Item 7.03, which provides that the Queensland Government will advocate for a national approach to safety and integrity in sport and provide leadership and support to the active industry on health and safety, including concussion management, particularly for high-risk and contact sports, through Queensland Academy of Sport.⁶⁷⁶

⁶⁷¹ Submission 22, p 13.

⁶⁷² Submission 22, p 13.

⁶⁷³ Public hearing transcript, Brisbane, 17 February 2020, p 10.

⁶⁷⁴ Submission 42, p 6.

⁶⁷⁵ Submission 21, p 2.

⁶⁷⁶ Submission 48, p 3.

DTMR also highlighted the importance of the 'Activate!' strategy in relation to youth training, health and well-being outcomes advising:

At a broad level, Activate! Queensland 2019-2029, the Queensland Government's 10-year strategy to get more Queenslanders moving more often, recognises that regular participation in physical activity helps to improve mental health and brings communities together. This is reflected in Action Item 1 of the Action Plan, which focuses on increasing physical literacy in the early years and promoting healthy lifestyles, leading to healthy weight and reducing the risk of suicide and depression.

The Queensland Government, through the Department of Child Safety Youth and Women (DCSYW) would also like to highlight the opportunity MRAs offer for young people to be mentored and participate in social events that promote community engagement, resilience and skills training. This may be particularly relevant in regions with high youth unemployment or low engagement in education, training or employment.⁶⁷⁷

HRCC advised that it is of the opinion that:

... more can be done to promote recreational motorsport to the benefit of the wider community with regards education, health and road safety. However, such an approach must be undertaken in a coordinated, and not ad hoc, manner and must include a public awareness campaign of the benefits.⁶⁷⁸

8.4 Adventure tourism

FCAI also suggested that Queensland is particularly well suited to the adventure tourism market and advised that there are several organisations providing Cape York adventure tours and tours crossing the state and the country.⁶⁷⁹

4WDQ advised that four wheel drive tourism provides significant opportunities, providing the following examples:

Four Wheel Drive Northern Territory have worked with the government to open brand-new recreational driving and camping areas throughout Litchfield National Park. Similarly, Four Wheel Drive Western Australia have also opened a significant state tourism opportunity through the creation of a 4,000 KM 4WD track⁹ throughout many areas including Great Southern, Goldfields, Wheatbelt, Mid West.

Both activities will bring significant tourism activities to their states and territories. These are the types of activities we need to work in conjunction with the government and other communities to achieve significant tourism opportunities.⁶⁸⁰

CW4x4 suggested:

... tourism could be greatly increased if national parks and state forests had rated four wheel drive tracks included in them. Allow some tracks to become rutted and worn as an attraction to people who enjoy our hobby. Victoria would be a good area to investigate the management of certain areas such as the high country. Clubs have special access in return for maintaining access and maintaining safety huts in the park. This system works well and the area is a definite tourism draw, injecting much needed funds into the smaller towns tracks are accessed through.⁶⁸¹

⁶⁷⁷ Submission 48, pp 9-10.

⁶⁷⁸ Submission 28, p 10.

⁶⁷⁹ Submission 35, p 3.

⁶⁸⁰ Submission 49, p 7.

⁶⁸¹ Submission 37, p 2.

ADBA advised that it has been organising motorcycle trail rides in northern NSW and SEQ since 2003. ADBA advised that its largest event is the Woodenbong Trail Ride which runs twice a year and is based out of the Woodenbong Showgrounds. Each event was originally limited to 500 riders but access to more land has enabled this to be increased to 750 to 800 riders. ADBA advised that the event:

*... quickly developed a reputation as an awesome Trail Ride event mainly due to the terrain and access to Thousands of acres of Private property and State Forests where Fire breaks and maintained trail proved very popular with the riders. The Ride utilised the Woodenbong Showground as a base for the facilities it provided and also direct access to trails.*⁶⁸²

ADBA estimated that each event injected over \$50,000 into the local economy, amounting to approximately \$2 million over the 15 years of operation. ADBA advised that a number of enterprises offer multi-day trail ride tours throughout Queensland and NSW including:

- Killarney Trail Ride (1,500 to 2,000 riders)
- Bell Trail Ride (1,000 to 1,500 riders)
- River tree Trail Ride (500 to 1,000 riders)
- Inglewood Trail Ride (500 to 1,000 riders)
- Transmoto Events – Trail Rides and fun competition events at various locations throughout the east coast of Australia.⁶⁸³

Transmoto is part of action sports media company, 3 Crowns Media Group. The business focuses on 'connecting dirt bike communities through participation-based events and creative content'.⁶⁸⁴ Transmoto have held a 6-hour team dirt-bike event at Conondale's Green Park in the Sunshine Coast hinterland for the past five years.⁶⁸⁵

ADBA provided the following statistics in relation to the 2019 Transmoto Conondale event:

- 426 competitors with 600 total in attendance
- Approximate spending prior to the event – \$220,000 on motorcycle services and preparation; \$388,000 on bike industry products; \$169,000 on apparel (riding gear, boots, helmet, gloves, protective equipment etc)
- Approximate spending at the event - \$548,000 on bike industry products; and Sunshine Coast regional area; \$160,000 on fuel, food and drinks, camping supplies around Conondale region
- Attendees travel – 88 per cent stayed two or more days in the Conondale region; 52 per cent travelled more than 150 km to attend, including six per cent from interstate; and 78 per cent of participants attended with two or more people
- Charity support – Approximately \$8,000 was raised for 'Ride4Luka' and 'Starlight Foundation'⁶⁸⁶

⁶⁸² Submission 53, p 1.

⁶⁸³ Submission 53, p 1.

⁶⁸⁴ Transmoto, 'About', https://www.facebook.com/pg/transmoto/about/?ref=page_internal.

⁶⁸⁵ Transmoto, 'Events', <https://events.transmoto.com.au/>.

⁶⁸⁶ Submission 53, pp 11-50.

In addition to the Conondale event, Transmoto hold events in Nambucca, NSW; Wangaratta, Vic; Coffs Harbour, NSW; Clarence Valley, NSW; Stroud, NSW and Batemans Bay, NSW.⁶⁸⁷ Transmoto also host the 'Red Bull Day In the Dirt Down Under' event in Australia, which is held at QMP. This event started in Southern California in 1998. The first Australian event was held in 2018 and involves a combination of dirt bike racing, camping and live music.⁶⁸⁸

⁶⁸⁷ Transmoto, 'Events', <https://events.transmoto.com.au/>.

⁶⁸⁸ Day in the Dirt Downunder, <https://dayinthedirtdownunder.com.au/>.

9 Impact on road safety outcomes

Term of reference (f) states that the committee should consider:

The impact of the industry on road safety outcomes.

9.1 Development of advances by motor sport

RACERS advised the committee that motor sport and MRAs have contributed to the saving of many lives. RACERS advised:

Motorsport has not only upskilled uncountable thousands of people around the world but it made cars much safer through primary features such as brakes and steering; and also by better crash resistance dramatically reducing the number injuries and deaths on the planets biggest transport system.

Not so much recognised; is that the long distance events in motorsport have increased the reliability of motor cars to such an extent, that when somebody gets in a car today they expect to drive 2000 km without any problems. They have a 100% expectation of arriving safely at their destination in comfort with nothing but rest and refueling stops.

...

These technological achievements, which today enable billions of people to go where they want to, when they want to, sitting down, in safe and comfortable surroundings, is a testament to the work of thousands of motorsport engineers always pushing the boundaries of technology to "improve the breed" through Motorsport.⁶⁸⁹

AIMSS advised:

Motor sport has been the principle source of most safety innovations for the automobile. It is widely acknowledged that the "Race to Road" philosophy has led to an enormous number of safety features that have saved millions of lives globally, and the lives of thousands of Queenslanders.⁶⁹⁰

AIMSS provided the committee with examples of innovations that were first used in motor sport and then incorporated into production road vehicles including:

- seat belts and safety harnesses
- seat design and head restraints
- roll over protection
- lights
- brakes and braking systems
- wheels and wheel design
- tyres
- cockpit controls and instrumentation
- new "star-rated" motorcycle helmet design⁶⁹¹

⁶⁸⁹ Submission 22, p 7.

⁶⁹⁰ Submission 41, p 5.

⁶⁹¹ Submission 41, pp 5-7.

In addition, AIMSS advised of advances made to ensure that motor racing is safer for participants and spectators, including crash barriers and debris fencing. AIMSS advised:

*In the four or more decades since many racing circuits around the world were built, the speed and cornering ability of race cars have increased exponentially. This has had the unfortunate consequence of cars hitting barriers at much higher speeds, resulting in more fatalities and major injuries. Therefore, since 1994, the FIA has been heavily involved with its partners such as AIMSS, in developing crash barriers which will not only achieve their principle purpose of protecting spectators, but will also enable energy to be absorbed thus minimising the risk of injury to the occupant of the race car.*⁶⁹²

AIMSS suggested that barriers, such as Tecpro barrier which have been the result of AIMSS's research, whilst expensive, could be used on Queensland roads and 'would significantly reduce the road toll and serious injuries'.⁶⁹³

Other safety innovations developed for the motor racing include crash data recorders (or accident data recorders); high speed cameras; crash investigation; and biometric gloves. AIMSS advised these innovations enable 'crash investigation specialists to obtain essential data which is then utilized to implement new safety initiatives'.⁶⁹⁴

9.2 Community messages

9.2.1 Anti-social behaviour in a motor vehicle – hooning

The Queensland Government defines 'hooning' as:

... any anti-social behaviour conducted in a motor vehicle—a car, van or motorbike—such as speeding, street racing, burnouts and playing loud music from a car stereo.

*Hooning includes any number of traffic offences, such as dangerous driving, careless driving, driving without reasonable consideration for other people, driving in a way that makes unnecessary noise or smoke, and racing or conducting speed trials on a public road.*⁶⁹⁵

Queensland has varying penalties for different hooning offences from fines to jail time to impounding, immobilisation and confiscation of vehicles.⁶⁹⁶

Motorsport Australia advised:

*In areas where there are high quality drag racing venues, we have evidence that the incidence of street racing, anti-social vehicle behaviours and "hooning" significantly decreases. At many drag racing events the local community is able to take their regular street vehicle to the track and put it through its paces on a professionally prepared surface within a controlled environment with emergency crews on stand-by in case of any incidents.*⁶⁹⁷

⁶⁹² Submission 41, pp 7-8.

⁶⁹³ Submission 41, p 8.

⁶⁹⁴ Submission 41, p 8.

⁶⁹⁵ Queensland Government, 'Hooning', <https://www.qld.gov.au/law/crime-and-police/types-of-crime/hooning>.

⁶⁹⁶ Queensland Government, 'Hooning', <https://www.qld.gov.au/law/crime-and-police/types-of-crime/hooning>.

⁶⁹⁷ Submission 38, p 17.

Submitter Greg Broderick provided the committee with his personal experience in relation to hooning type activities. He articulated his belief that some hoons are really after the thrill of breaking the law rather than the thrill of racing or driving fast. However, he advised that ‘racetracks being closed and having unreasonable noise restrictions imposed upon them is not helping’ motoring enthusiasts differentiate themselves from ‘hoons’. Mr Broderick suggested:

I think a campaign something along the lines of a slogan that ANDRA (Australian National Drag Racing Association) used to use – street racing is not drag racing – might be helpful for those of us who take it to the track to differentiate ourselves from those who metaphorically drag all of us down, at least in the eyes of the media and the public.⁶⁹⁸

TSOAQ agreed that ‘hoons who meet in industrial areas to perform burn outs’ ‘give the classic car hobby a bad name’.⁶⁹⁹ BSCC advised:

... contrary to the views of some critics of motorsport, rallying is not an opportunity to drive irresponsibly or to hoon, but that the current sport of rallying is one that is conducted under some of the most strict regulations and safety standards.⁷⁰⁰

GCMGCC advised the committee:

Many years ago, the Gold Coast Police Department promoted an under lights, night, Drag competition on portion of the now non-existing Surfers Paradise Raceway. This was a highly successful enterprise, it made a place where the youth of the day could gather on a Friday night and let off steam under strict supervision. Cases of Hooning on GC streets was noticeably decreased.⁷⁰¹

GCMGCC’s suggested solution was increased access to suitable venues. This issue is discussed further in section 10.1.1 of this report.

RACERS made the following suggestion:

When it comes to community benefits; the development of smaller scale MRA venues through the encouragement of LGAs to assist in the development of MRA venues will result in better road safety, less traffic infringements and less anti-social behaviour at “hang outs”. Road Racing will not go away until it can be delivered in the right environment with the right attitudes and fulfil the aspirations of the people who participate in those activities.⁷⁰²

In relation to this issue, HRCC advised:

Currently Australia and Queensland have world renowned drivers and motorsport competitors. For example, [Daniel Ricciardo] in Formula 1 and Warwick’s own Matt Campbell who races for the factory Porsche team – and that is not to mention the Super car teams that are based in Queensland. However, there is a current void between linking of road safety to motorsport. For example, current “hooning laws”, while punitive largely in nature, often fail to change the mindset of offenders. Another option for offenders that could be considered is community service at motorsport facilities. This would not only expose offenders to where vehicles can be driven under controlled, but fast conditions, provides possible alternative paths to employment and helps provide labo[u]r to maintain what are often community facilities.⁷⁰³

⁶⁹⁸ Submission 13, pp 1-2.

⁶⁹⁹ Submission 14, p 2.

⁷⁰⁰ Public hearing transcript, Brisbane, 17 February 2020, p 5.

⁷⁰¹ Submission 19, p 6.

⁷⁰² Submission 22, p 16.

⁷⁰³ Submission 28, p 10.

Speedway Australia also commented on the issue of the ‘ever-increasing popularity’ of hooning, advising:

There are considerable potential risks to the hooning driver, passengers, bystanders, and property depending on the context and location together with the nature of this behaviour – be that street racing or burnouts, as these offences involve a vehicle that has lost traction with the road surface and is essentially out of the driver’s control. Young people aged under 25 years are statistically most likely to “hoon” and are also identified as the most ‘at-risk’ group on the roads in Australia. Many factors are identified to contribute to this ‘at risk’ age group’s over-representation in vehicle crashes, such as inexperience or lack of perception.⁷⁰⁴

In response to this issue, Speedway Australia advised:

Speedway venues provide a safe, controlled environment for many of these activities to take place, including both car racing as well as burnouts. This structured environment provides a preventative measure to ensure the safety for competitors, together with the general public. All the while unnecessary noise or smoke which might otherwise be considered a public amenity issue are contained within the confines of the venue.

Through proactively engaging with youth through driver training programs such as ‘Kids to Grids’, Speedway is able to educate competitors as to the risks associated with recreational motor vehicle when conducted in an unsafe manner. Such programs are combined with driver training exercises focusing on control of a vehicle in situations which might otherwise lead to an accident. Furthermore, through targeting competitors ranging from age 5-16, we are addressing the aforementioned contributors to vehicle crashes (inexperience, lack of perception, etc) well before they are of legal driving age.⁷⁰⁵

Speedway Australia’s suggested solution is that government take a proactive approach to support motor sport venues to ‘encourage young drivers to perform otherwise dangerous and anti-social activities in a safe and controlled environment’. Speedway Australia considered that undertaking activities within these venues reduces the risks to drivers, passengers, bystanders, and public property, whilst educating these potentially ‘at-risk’ drivers.⁷⁰⁶

9.2.2 Drug and alcohol usage

Motorsport Australia advised:

Drugs obviously are a big issue, both illicit and performance enhancing. We do not find performance enhancing to be a real issue in motorsport. There is more a risk of illicit drugs. We are the only body in the country that is recognised by ASADA and therefore WADA to administer the appropriate tests and be able to bring penalties down on those who seek to use illicit drugs in particular or performance enhancing drugs. The irony of course is that a person who has been penalised by Motorsport Australia for such an offence can wander down the road and compete in another event under another banner with another provider and not be penalised and not be restricted. We can only control the people within our remit, not those who act outside our remit.⁷⁰⁷

With regard to alcohol, Motorsport Australia advised that it conducts more than 10,000 tests a year and identified that drug and alcohol use is not a major problem for motor sport.⁷⁰⁸

⁷⁰⁴ Submission 42, p 7.

⁷⁰⁵ Submission 42, p 7

⁷⁰⁶ Submission 42, p 7.

⁷⁰⁷ Public hearing transcript, Brisbane, 3 March 2020, p 14.

⁷⁰⁸ Public hearing transcript, Brisbane, 3 March 2020, p 14.

In response to the committee's questions regarding affiliations with police on this issue, Motorsport Australia confirmed:

*Our role is not to be involved in the criminal side of the sport; our role is to obviously find and penalise individuals. That does not mean we have not had occasion to refer matters to the police where we believe an individual was acting dangerously both on and off the track. In broad terms, we self-regulate in that area with ASADA's assistance. If they refer a matter to the police, it is up to them but we are certainly not in that role.*⁷⁰⁹

Committee comment

The committee notes that ASADA and WADA do not currently differentiate between professional and recreational athletes in terms of applicable penalties for use of prohibited substances.⁷¹⁰ The committee acknowledges the proactive approach being taken by industry bodies which has resulted in there not being a major problem in the industry. The committee also notes the role of law enforcement authorities in policing of the use of alcohol and drugs.

9.3 Driver training

9.3.1.1 Motor vehicles

MGCCQ advised:

Under Motorsport Australia children from age 12 are able to participate in introductory one car at a time events. These include "Come and Try" motorkhana events which are held under supervision with accredited volunteer officials, mostly on a bitumen sealed surface and at low speed. The young participants are able to learn the basics of preparing to drive a motor vehicle, steering the car, clutch control, braking control and the space a motor vehicle requires when manoeuvring. With driving in more events they gain more experience, more confidence and develop better car control by finding the limitations of a vehicle in this safe environment instead of on the road.

*Experience gained in these introductory activities can place young drivers in good stead when they commence to drive on the public roads for the skills, they have gained are directly transferable. With knowledge and confidence, they can focus on their surroundings, concentrate on the road situation ahead and be alert to any changes.*⁷¹¹

Motorsport Australia outlined details of its youth driver training and development programs noting that these programs enable clubs to 'organically build the participant level'. Motorsport Australia also advised:

*Another benefit for children participating in motorsport activities, prior to the age where they can legally obtain their driving licence, is that the motorsport experience obtained will benefit them when they advance to driving a car on the road. The children can transfer the knowledge (e.g. spatial awareness, what certain speeds 'feel' like, etc.) and skills (e.g. driving a car with a manual transmission) they learn when undertaking motorsport activities to assist them in driving a car on public roads, benefitting the wider community.*⁷¹²

⁷⁰⁹ Public hearing transcript, Brisbane, 3 March 2020, p 19.

⁷¹⁰ Australian Sports Anti-Doping Authority, 'News', <https://www.asada.gov.au/news/asada-supports-code-review-recreational-athletes>.

⁷¹¹ Submission 39, p 3.

⁷¹² Submission 38, p 18.

RCC advised:

*One of the staggering numbers that I found out about road trauma was that 13.8 per cent of the licensed driver population aged between 16 and 24 years accounts for 20 per cent of road trauma fatalities. I think that if the youth of today can be taught properly in controlled environments and know what to do, not only on the track but also the theory behind it, it can only bode well for the future.*⁷¹³

RCC advised the committee that the impact of youth training and early intervention of driving skills in young people cannot be understated and any community partnership which involves youth training should be viewed as a positive step.⁷¹⁴ RCC advised:

*The Sunshine Coast region is indeed fortunate to have on its doorstep, a unique facility called Roadcraft. This facility, located at Gympie – a short 30-40 minute drive from the Sunshine Coast – specialises in driver training. Roadcraft’s mission is to have more aware drivers by knowing, understanding and applying the key principles of low risk, defensive driving techniques. Their goal is to reduce road trauma by providing effective education of road users of all ages.*⁷¹⁵

RCC further advised:

*... the funding of such a course at Roadcraft Gympie had profound results. The local school students who attended this funded 2-day course, had changed their learner-driving habits using higher awareness, a greater appreciation of risks, and practical skills to avoid danger on the road. This was backed up by ‘classroom’ education of the theories underlying the practical aspects of safe driving techniques. This will, in turn, reduce potential road trauma incidents thereby reducing the impact to the wider community.*⁷¹⁶

However, RCC highlighted the need for funding for these types of training venues and activities. RCC suggested that this funding should come from state motoring organisations, and state and federal governments.⁷¹⁷

In supporting Roadcraft, RCC advised:

*... Roadcraft are actually the official trainers of ambulance drivers and fire engine drivers. They are a very highly accredited company. The things that we did there, a lot of it was ABS breaking on wet pads and a bit of light drifting around cones and all that sort of stuff. We got a little bit of funding when we did it with another club, but it is certainly an area that is set up, it is very professional, they have a lot of land, and for clubs like us being small, we are happy to host schools and youth, but we need the funding. We cannot just pull a thousand bucks out of our pocket to top it up. It is a venue that is there, highly accredited and I think we need to make more use out of it.*⁷¹⁸

⁷¹³ Public hearing transcript, Brisbane, 17 February 2020, p 6.

⁷¹⁴ Submission 7, p 8.

⁷¹⁵ Submission 7, p 7.

⁷¹⁶ Submission 7, p 8.

⁷¹⁷ Submission 7, p 8.

⁷¹⁸ Public hearing transcript, Brisbane, 17 February 2020, p 6.

QMM also commented on this issue, advising:

An opportunity to include simulation of both virtual and real-world experience has proven that controlled “events” deliver greater respect for the dangers of high speed driving, special awareness and reduce the incidents of enthusiast participation on public roads. With high participation rates across both performance and regulated road events, the impact on road safety is difficult to measure with the lack of statistical data currently available.⁷¹⁹

QMM suggested there is a need to provide:

... a controlled environment at a subsidised or reduced cost to the participant, using their own vehicles, places a greater emphasis on responsibility and respect for others which translates into those conditions encountered by normal road user. Driver education is key to road safety outcomes and in such a controlled environment managing participation and outcomes would be greatly improved. This is not about performance driver training.

Encouraging On-track compliance to safety standards and normal road use standards will reduce the unsafe nature of modified vehicles and reduce their presence on the road.

Driver ability and compliance with road rules becomes a by-product of being placed under scrutiny from peers and experienced enthusiasts or professional trainers.⁷²⁰

The Whitsunday Sporting Car Club (WSCC) advised that the focus of its club is ‘getting speed off the streets’. The club provides junior progressive junior driver training designed to enhance pre-licence skills led by mature and experienced racing car drivers. WSCC advised that:

... students leave with a better understanding of car control especially in difficult situations.⁷²¹

Both GCTMC and GCMGCC highlighted their concern about a lack of training and development for young drivers, advising:

... training is growing even more difficult with limited facilities being made available for driver training and club level motor sport where the skills required for advanced driving are practised and developed. These club level events include motorkhana and khanacross and allow participants as young as 12 to gain the discipline and skills required to safely handle a motor vehicle.⁷²²

However, GCTMC noted:

Through participation in structured motorsporting activity, which includes contact across all age groups, participants learn everyday social skills and discipline, and also learn to accept significant personal responsibility. Learning is always more responsive when it is centered around competition.⁷²³

⁷¹⁹ Submission 34, p 6.

⁷²⁰ Submission 34, p 7.

⁷²¹ Submission 52, p 1.

⁷²² Submission 8, p 6.

⁷²³ Submission 8, p 7 and Submission 19, p 4.

GCTMC advised that it co-operates with the Murwillumbah Sporting Car Club (MSCC) which runs driver training with the local high school, including teaching car control and advanced driver techniques by skilled drivers from the car club. GCTMC advised:

*The MSCC owns two cars suitably prepared vehicles used in the training of young people. As part of their training the school participants get to compete in the club's cars at these club events to practice their driving skills. This is a fantastic way to engage with the youth in the community and allows them to drive and practice advanced skills like skid control in a safe and controlled environment. The positive outcomes are that the participants become better drivers practising these advanced skills in a controlled manner rather than putting themselves and others in danger on public roads.*⁷²⁴

GCTMC confirmed:

*They are learning how to drive safely, in a controlled environment and getting all of that youthful enthusiasm out in a safe environment, under strict controls and being taught by experienced competitive drivers. That is a fantastic initiative that they have been able to do. We want to replicate that on the Gold Coast.*⁷²⁵

GCMGCC advised that it is keen to engage with and develop young people's driving skills and the primary avenue for this is introductory events such as motokhanas, khanacross and skid pan.⁷²⁶

GCMGCC also considered that the positive outcomes from the participation of young people in competition events included providing a safe outlet for youthful enthusiasm in a controlled and disciplined environment.⁷²⁷

AACCC suggested:

*As far as road safety generally we see the need for the government to contribute to construction of a closed track facility to provide a safe environment in which learner drivers can gain confidence and experience prior to getting on the road. As an example in Finland learners are subjected to skid pan sessions and night driving courses before they obtain a licence.*⁷²⁸

GCTMC considered that advanced skills taught to younger drivers through advanced driver training programs run by clubs can teach trainees to develop awareness that can allow them to 'quickly and safely avoid dangerous situations on our public roads'. GCTMC consider that advanced training has the following safety impacts:

1. *The skills learnt may save the drivers and their passenger's life one day in an emergency situation on a public road. Participation in these training programs / competition events will prepare them to anticipate and avoid dangerous situations.*
2. *Positive outcomes of the participation of young people in competition events in a controlled and disciplined environment provides a safe outlet for the youthful enthusiasm that could otherwise lead to serious injury or a fatality through dangerous driving on public roads.*⁷²⁹

⁷²⁴ Submission 8, p 7.

⁷²⁵ Public hearing transcript, Brisbane, 17 February 2020, p 3.

⁷²⁶ Submission 19, p 4.

⁷²⁷ Submission 19, p 5.

⁷²⁸ Submission 47, p 3.

⁷²⁹ Submission 8, p 8.

QEMSC expressed the following view:

Driver training is the one subject that every high school student should be taught to prepare them for life, and it is not on the curriculum.

Virtually every student will graduate to driving a car or motorcycle and yet no training is provided, other than the minimum whilst preparing for their driver's licence.

I would suggest however that this training teaches them to pass the driving test, it does not equip them adequately with the skills that may save their lives and the lives of others.⁷³⁰

AIMSS identified a number of other initiatives where motor sport has contributed to the community and well-being of people including:

- Formula 1 in Schools – an initiative which ‘a social enterprise working with committed industry partners to provide an exciting yet challenging educational experience through the magnetic appeal of Formula 1’ with the main objective of helping to ‘change the perceptions of STEM by creating a fun and exciting learning environment for young people to develop an informed view about careers in engineering, Formula 1, science, marketing and technology.’⁷³¹

AIMSS advised that the Queensland schools involved in the program include Canterbury College, Concordia Lutheran College, Runcorn State High School and Roma State College.⁷³²

- FIA Action for Road Safety – a campaign launched in support of the UN Decade of Action for Road Safety including the 10 Golden Rules for Safer Motoring.⁷³³
- Dare to be Different – a program designed to ‘grow interest in STEM subjects and industries amongst schoolgirls with the aim of increasing female participation in these sectors, using motor sport as a tool to expose them to the incredible opportunities and career paths’.⁷³⁴
- Crashtag – a project developed by AIMSS ‘focused on the development and world-wide deployment of a smartphone application for crash reporting and consequently, provision of essential data for ASN and the FIA World Accident Database’. AIMSS advised:

Based upon field-based research, it is apparent that there is a significantly greater number of crashes during motor sport events (particularly for rally and off road) which are unreported (or only partially reported), and consequently data regarding such incidents is not captured. Without this data, the ability to comprehensively analyse matters, particularly those related to safety, is significantly diminished. The consequence is potential delays to improvements in safety, with such delays having the potential to result in further injuries or fatalities.

⁷³⁰ Submission 29, p 8.

⁷³¹ F1 in Schools, ‘About’, <https://www.f1inschools.com/about-the-challenge.html>.

⁷³² Submission 41, p 11.

⁷³³ Submission 41, p 11.

⁷³⁴ Submission 41, p 12.

*Based on the Review of Australian Rallying undertaken by AIMSS, it was determined that the under-reported crashes were the result of the time-consuming paper-based process for recording such incidents. With the development of an app, such as Crashtag, AIMSS believes that such incidents will be significantly easier to record and be less time consuming to capture. It will also lead to greater standardisation of data, and promote faster and more comprehensive analysis, which shall further enhance motor sport safety research.*⁷³⁵

- Various anti-doping and alcohol programs.⁷³⁶

9.3.1.2 Motorcycling

FCAI noted that:

Off-road ride parks, are a particularly good and safe way of allowing under aged teenagers (13 – 18y.o.) to enjoy their riding, whilst they are unable to ride legally on public roads, or in the state forests. Quite often their individual skill levels are quite high, and they need to be able to develop those skills in a controlled environment, under supervision, and with the advantage of being covered by insurance, should the unfortunate happen.

*Whilst I am unaware of any scientific evidence, anecdotally it is widely agreed that, younger people with a reasonably high degree of motorcycle riding competence, will go on to be better and safer road users. Their physical skills, and competence usually mean that when tackling the roads (as learner drivers or riders), they are free to concentrate on the road situation, the road rules and traffic, rather than on the physical task of riding or driving (that being second nature to them).*⁷³⁷

QMP stated:

*A well-known fact amongst the off-road motorcycle community is that children who start out riding motorcycles gain a lot more skills and awareness that carry over into motor vehicles. Mechanical and maintenance skills are also learnt at an early age as a necessity to enjoy a day out riding without breakdowns.*⁷³⁸

9.3.1.3 Karting

Karting Queensland advised the following in regard to the contribution of karting to developing driving skills in young people:

Karting is often described as the birthplace of driving champions. Many of the names recognised nationally and internationally in motorsports started in karting. As well as the success stories, karting also provides a safe environment for the development of driving skills that can be transferred to road safety.

Many of the skills needed to drive a motor vehicle are taught through racing, with children able to start in karting from 6 years of age. Up to 10 years of driving skills in a safe and controlled environment before getting into a motor vehicle can only help in road safety.

⁷³⁵ Submission 41, pp 12-13

⁷³⁶ Submission 41, pp 13-14.

⁷³⁷ Submission 35, p 5.

⁷³⁸ Submission 51, p 4.

*As well as the developmental areas, motorsports can provide an outlet for teens and adults who want to experience the thrills of driving fast. Racing on a motorsport facility with other like-minded people provides the thrills without the risks associated with uncontrolled environments.*⁷³⁹

Karting Queensland advised:

*I have seen kids as young as 10 put karts sideways around a track and recover them. That sort of experience and knowledge that they gain at that age is phenomenal. Trying to gain that knowledge on a road is a recipe for disaster.*⁷⁴⁰

In relation to driver skill development in superkarts, QSC advised that its junior program:

*... provides a safe environment for youth to gain an appreciation of what happens at speed and to abide by the many safety rules put in place. It has been proven that the more hours spent behind the wheel leads to a more proficient, and therefore safer driver on the road.*⁷⁴¹

9.4 Skilled labour and training

RACERS compared motor sport to other sport types and noted that:

... the skills required to build and maintain vehicles for Motorsport, in all of its various categories, is a much bigger employer than both of those sports added together and these skills are keenly sought overseas.

...

*... the industries serving the almost universal human desire for speed are major industries which contribute to many levels of society. Motorsport is a major industry in its own right and a key value add to society by improving transport for people to go about their daily business and connect them with their families. NO other sport can make that claim.*⁷⁴²

HRCC identified that MRAs could be beneficial for education and training advising motor sport 'transcends a number of trades and professions and is able to provide lifelong cognitive skills that are able to be utilised with any number of issues faced in life' including 'event organising, track marshalls and scrutineers, competitors, automobile repairs and construction and restoration through to hospitality and medical'.⁷⁴³

AACCC also commented on this issue, advising that it is 'aware of club members involved in the motor repair and accessory industry who employ apprentices and young people'. AACCC considers that governments should facilitate a process to allow private enterprise to identify opportunities.⁷⁴⁴

AHVIIG commented on the need for skills training, advising:

*From the old car world perspective, it is really important that they continue to be used to some extent, because there is a whole heap of skills that will be lost if we cannot use our cars. Elsewhere in the world where the old car movement really does have the ear of government at the highest level, such as in the UK, there is a whole heap of new apprenticeship programs training people to work on these old cars, because it is worth £5.5 billion to the UK economy.*⁷⁴⁵

⁷³⁹ Submission 46, p 2.

⁷⁴⁰ Public hearing transcript, Brisbane, 18 May 2020, p 2.

⁷⁴¹ Submission 45, p 2.

⁷⁴² Submission 22, p 7.

⁷⁴³ Submission 28, p 10.

⁷⁴⁴ Submission 47, p 2.

⁷⁴⁵ Public hearing transcript, Brisbane, 3 March 2020, p 11.

AHVIG advised:

*You used to be able to go to TAFE and learn how to use a lathe and weld and so on. That has all gone. It has privatised into expensive courses that no-one wants to do. We need an open ear to the types of skills that people like Wolf need in their business. Wolf is about to retire, passing the business on to a fella that works for him. But you need younger people coming through with the skills to do that sort of work. If you could get rid of the luxury car tax, lower your stamp duty and get more vehicles here, there would be more cars to be worked on. The demand would result in the skills either being imported or taught. It is important to have an open mind about responding to the need for old skills being learnt by new people.*⁷⁴⁶

RDAC provide an example of the benefits that skills in its sport can provide for job training. RDAC advised:

*One of the other aspects that is fairly important is the new technology in drones—the self-autonomous type drones. We recently got a new member from the Queensland Fire and Rescue Service who operates a drone for his work and he needs a place away from the airport where he can practise. The field that we have lends itself to practice search-and-rescue activities as well. That is another aspect that we are looking at. He has flown out there since he has joined. There is bushland behind our area that can be well used for that. There are those state benefits as well that need to be taken on board. It is not just old blokes playing with toy aeroplanes; it is a whole new industry that is developing at the moment.*⁷⁴⁷

Dr Dawid Preller from the MAAQ provided an example of the impact that participation in aeromodelling has had on his life:

*I started flying when I was probably six years old, with my family. It is a great family opportunity. That naturally progressed into me going to university and doing a Bachelor of Engineering, mechanical and aeronautical, and then carrying on to a PhD in hypersonic aerodynamics. From that I naturally transitioned and formed an SME with a partner. We employ six or seven people. We specialise in offering drone and robotic services for the mining industry and for civil works. We apply everything that I have learned from the model aeronautical field into what we do today. It gives people more practical hands-on experience to complement what they learn at uni and in schools.*⁷⁴⁸

Whilst stakeholders commented on formal skills training, Archerfield Speedway noted that its sport provides skills training to young people based on their participation in the sport. By way of example, Archerfield Speedway advised:

*One of our patrons who grew up coming to speedway and who now has a child coming to speedway told us all about the number of people, particularly teens, who are working on cars for crews. Not only are they in a safe environment on Saturday night; during the week they are working and learning about cars. Rather than getting a formal trade, they are learning skills for free because these teams are all volunteer people. We do have some professional teams in the high end, but there are many children and families getting involved as well to maintain a safe Saturday night.*⁷⁴⁹

⁷⁴⁶ Public hearing transcript, Brisbane, 3 March 2020, p 12.

⁷⁴⁷ Public hearing transcript, Brisbane, 16 March 2020, p 12.

⁷⁴⁸ Public hearing transcript, Brisbane, 16 March 2020, pp 13-14.

⁷⁴⁹ Public hearing transcript, Brisbane, 16 March 2020, p 9.

MAAQ also commented on this issue, advising:

*Then the other aspect is getting kids involved in aviation at a young age in terms of the technical aspects, whether it is dealing with small internal combustion motors or electronics.*⁷⁵⁰

KAMS advised:

*We provide quite a bit of operational support to people involved and keen in aeromodelling. In addition to my original submission, to get youth involved we have just constructed a control line circuit. As Michael said, that is flying a plane on a bit of string, basically. That is to encourage the younger group who do not have the finances to be able to get into radio control and that type of thing.*⁷⁵¹

DTMR advised that subsidies are available through the government's vocational educational and training framework. DTMR advised that subsidies are:

... provided for the following Recreational Vehicle Service / Repair / Manufacturing TAFE qualifications:

- *MCM31015 - Certificate III in Recreational Vehicle Service and Repair*
- *MCM31115 - Certificate III in Recreational Vehicle Manufacturing*

*The Department of Employment, Small Business and Training (DESBT) provides the subsidised training costs to approved Pre-Qualified Suppliers (registered training organisations) to deliver training and assessment services. Priority Population Groups are those declared on the national Apprenticeship/Traineeship Contract, such as individuals of Aboriginal or Torres Strait Islander origin, individuals from a non-English speaking background and individuals with a disability, impairment or long-term condition.*⁷⁵²

⁷⁵⁰ Public hearing transcript, Brisbane, 16 March 2020, p 11.

⁷⁵¹ Public hearing transcript, Brisbane, 16 March 2020, p 11.

⁷⁵² Submission 48, p 11.

10 Challenges

Term of reference (g) states that the committee should consider:

Challenges facing the industry and the role of government in supporting the industry to continue creating jobs for Queenslanders.

Motorsport Australia identified a range of challenges 'facing the long term sustainability of the motorsport industry' including:

- *Lack of (and access to) suitable venues (including roads for certain disciplines such as rallying) available for motorsport participation opportunities across multiple disciplines in Queensland*
- *The lack of permanent circuits and race tracks*
- *The level of competition from other sports and recreational pursuits when attempting to attract first time participants and officials*
- *The increasing level of documentation required for multiple government departments and agencies, in order to be able to facilitate motorsport events in Queensland*
- *The age demographic of existing participants and officials*
- *The retention of existing participants and officials*
- *The security of tenure for existing motorsport venues that stage CAMS motorsport events on public land when taking 'urban sprawl' into consideration.⁷⁵³*

These issues are discussed further in the sections below.

10.1 Affordability of facilities

Many stakeholders raised the issue of the availability and affordability of facilities for MRA participants as a challenge. The committee heard evidence seeking support for additional facilities. This issue is discussed further in section 4.3. Other evidence identified noise and other environmental impacts in relation to facilities.

10.1.1 Competitor and spectator facilities

GCTMC and GCMGCC discussed the impact of a lack of venues on both participation and related industries on MRAs, advising:

Because of limited access to training and competition venues the numbering of people participating in motor sport is diminishing with the result that many small businesses (e.g. local car preparation and repair businesses, spare parts sales outlets, tyre shops and allied suppliers) are closing their doors. There is a loss of skilled trades people and a lack of training of future aspirants.⁷⁵⁴

⁷⁵³ Submission 38, p 19.

⁷⁵⁴ Submission 8, p 9, and Submission 19, p 6.

QEMSC identified the issue of cost and availability of road-racing circuits in Queensland. QEMSC advised:

There are simply insufficient road-racing circuits available in Queensland. What we refer to as our home track is a very small racetrack called Carnell Park at Stanthorpe. Unfortunately, that track is limited to 12 events per year. We are lucky if we can run two events per year there. It is simply unaffordable for us to race at the likes of Queensland Raceway because of our small numbers and the type of racing that we do. There is no sponsorship. There is no money involved. Consequently, it is all self-funded and it is very expensive.⁷⁵⁵

QSC commented on the impact of the lack of high quality, permanent and international venues for motor sport, advising:

If you look at the attendances at all sorts of motorsport events in Europe it is obvious that it is a far larger "business" there than it is in Australia. One of the major differences is the provision of high quality permanent venues. Any large motorsport event in Australia is normally held at a temporary street venue. If we had a quality permanent venue the fans have somewhere to go more than once a year to watch their sport. Build the fan base and you will build the sport. Build the sport and you will attract sponsors who in turn advertise. It becomes a self-building loop, benefitting all and building tourism.⁷⁵⁶

QSC considered this issue to be the 'single most significant factor facing the motor sport industry in Australia and Queensland'. QSC stated that an international quality racetrack should be developed in Queensland to help attract overseas formula racing and help build motor sport in Queensland. QSC advised that this type of facility 'will attract competitors, businesses and visitors alike'.⁷⁵⁷

QSC suggested three alternative locations where a multi-purpose facility could be located:

Willowbank, which is existing, is probably the best option because there is a large facility there already which can be improved upon. The second one would be Morgan Park. It is in an area where noise may not be such a problem. The third one would be Norwell, where there are existing facilities and a buffer zone may be able to be applied.⁷⁵⁸

QSC also suggested that:

... the development of a motor racing precinct covering a range of motorsports has advantages economically such as the one at Willowbank which, with expansion and improvement, could well be a starting point to achieving the outcome.⁷⁵⁹

QSC suggested a multi-purpose facility:

... needs to be close to a major city and the Norwell area would be well suited. It already houses two small motorsport facilities. Building on them could well provide the facility Queensland needs and is situated between Brisbane and Coolangatta airports. It is also, at present, a low volume residential area which lowers the impact residential expansion can have on a motorsport facility.⁷⁶⁰

⁷⁵⁵ Public hearing transcript, Brisbane, 18 May 2020, p 8.

⁷⁵⁶ Submission 45, pp 1-2.

⁷⁵⁷ Submission 45, pp 2-3.

⁷⁵⁸ Public hearing transcript, Brisbane, 18 May 2020, p 2.

⁷⁵⁹ Public hearing transcript, Brisbane, 18 May 2020, p 1.

⁷⁶⁰ Submission 45, pp 2-3.

When asked about developing facilities outside south east Queensland, QSC, whilst not dismissing the idea, advised:

I do not know whether it would attract the volume of people, with Brisbane being the major centre and travel being a problem. It is like in Victoria: the Phillip Island racetrack is a brilliant facility but it is three hours drive from Melbourne. They do not get the crowds down there because people do not want to do a six-hour round trip in a day to watch racing.⁷⁶¹

Motorsport Australia suggested that:

In terms of what is holding back more participation, we would get to 30,000 if we had more venues. The one single thing that is prohibiting the growth of the sport to record levels year on year is more venues. As you would imagine, with urban sprawl catching up, venues are becoming more challenging. That is the good news—that is, participation. We are literally holding back people from getting more and more involved in the sport.⁷⁶²

MAAQ identified access to flying facilities to be a threat to the sport of aeromodelling, advising:

We need not a huge amount of land but a certain amount of space to fly in, with overfly areas.⁷⁶³

MAAQ further explained that its typical requirements include:

One hundred and fifty metres is about what we are looking at. You want a safe overfly area. With the MAAA and the MWAQ, we work quite closely with CASA. Most of our fields are now with area approvals—that is, registered with CASA. That will give us various height limitations. With the drones rolling out, the federal government, with CASA, put in a regulation to limit height to 400 feet in all areas. To fly above that you need a specific area approval. Most of our clubs have area approvals.

The infrastructure varies from, essentially, a flat piece of land with a mown grass strip to places like Tingalpa or Logan where we have sheds, workshops, pit areas covering solar panels and all of those sorts of things. Essentially, our members can operate off a grass paddock, depending on the size of the model.⁷⁶⁴

MAAQ confirmed that it can also use tarmac but that tarmac is not always available for use. Airfields with tarmac are used occasionally for events.⁷⁶⁵

Whilst most stakeholders supported a need for MRA facilities, Mr Malone advised:

What is really needed is some form a community facility, much like a skate park or similar, aiming to bring the community together. The viability of motoring venues is often difficult given demand fluctuations over a week, which is why I believe a wider approach is needed to create a multipurpose hub of seven-day activity, necessarily placed in an industrial area. Some examples of potential tenants and activities in a motoring hub would include vehicle restoration and maintenance (including trade training), automotive spares suppliers, car club facilities, museum and collection display areas (covering vehicles and memorabilia), men's shed groups, motor racing teams, classic vehicle sales enterprises, swap meets, markets and social nights. A pilot hub, if successful, could give rise to similar hubs in other parts of Queensland.⁷⁶⁶

⁷⁶¹ Public hearing transcript, Brisbane, 18 May 2020, p 2.

⁷⁶² Public hearing transcript, Brisbane, 3 March 2020, p 13.

⁷⁶³ Public hearing transcript, Brisbane, 16 March 2020, p 11.

⁷⁶⁴ Public hearing transcript, Brisbane, 16 March 2020, p 12.

⁷⁶⁵ Public hearing transcript, Brisbane, 16 March 2020, p 12.

⁷⁶⁶ Submission 54, p 13.

Mr Malone suggested that this type of facility could also complement other government initiatives, including 'Activate!' and the Queensland Youth Strategy. He suggested:

... youth mentoring may start at the men's shed level and progress into trade training in commercial enterprises within the hub. Motoring hubs could therefore be a potential way for the Government to achieve multiple goals in the one initiative.⁷⁶⁷

The 'Activate!' strategy is discussed in section 8.3.

MQ agreed, suggesting:

... Government could be more proactive in considering motorcycle facility needs when it comes to future urban planning, even if this means motorcycling sharing facilities with other similar activities under a 'precinct type' model, and when planning such facilities, liaise with local motorcycle clubs (and/or MQ) in terms of what motorcycle facility requirements might include.⁷⁶⁸

MGCCQ commented on the limited places available for youth driving development or grassroots motor sport, advising:

Once shopping centre car parks were vacant on a Sunday and with the permission from the Centre Management these areas could be available for some controlled activity. With 7 day trading this avenue is no longer available. New areas are needed. If the circuits and current areas are lost where will people go.⁷⁶⁹

Submitters also commented about a lack of government support governments from all levels. TSOAQ noted that it considers there is an opportunity to increase the classic car economy but it considers that 'local councils, educational facilities and government do not provide any encouragement'. TSOAQ advised:

It is difficult to find a venue to hold a car show, councils are no longer keen to allow parks to be utilised or impose prohibitive restrictions. Similar from educational facilities, TSOAQ have held their annual show at a university campus but found that the charges imposed by the university unfortunately saw the show as a profit generator for them and imposed charges on TSOAQ that were many times more than any costs the university incurred.⁷⁷⁰

RACERS agreed, advising:

QRO's attempts to develop tourism products keeps running up against a lack of interest, resource and marketing opportunities.

The limited availability of venues is the biggest restraining factor in delivering tourist attractions. Added to that, their distance from CBDs, cruise terminals and public transport makes it very difficult to provide responsive destination marketing. We have investigated the potential to provide a unique day experience for tourists but found matching the availability of facilities and hardware to the arrival dates of cruise ships, for example, is logistically difficult and does not offer sufficient financial reward to keep these expensive assets in reserve for delivering a product to an unpredictable number of clients.⁷⁷¹

Speedway Australia advised:

Speedway is a sport that requires expensive infrastructure at permanent venues, including a safety fence for the benefit of competitors and spectators.

⁷⁶⁷ Submission 54, p 13.

⁷⁶⁸ Submission 55, p 9.

⁷⁶⁹ Submission 39, p 4.

⁷⁷⁰ Submission 14, p 2.

⁷⁷¹ Submission 22, p 14.

*Venues require constant upgrading, mainly from a spectator amenity perspective but also to meet latest safety trends and requirements. Speedway is also run at night so the lighting must be adequate and there are always opportunities to integrate solar and wastewater initiatives from an environmental perspective.*⁷⁷²

DTMR acknowledged the demand for places and spaces for MRAs across Queensland, advising:

This includes proposals from commercial organisations seeking to establish motorsport facilities in Queensland. However, a challenge for motorsport is its classification at times as a ‘noisy and hard-to-locate’ activity because they require large areas of land away from residential areas, and because they require environmental considerations to minimise dust and noise pollution and environmental damage.

However, the motorsport challenges are in no way insurmountable. Further, there are always new opportunities for carbon neutral race tracks and associated activities, such as those recently adopted by Formula 1 and FIM Enel MotoETM – which is a class of motorcycle racing that uses only electric motorcycles.

*Safety of MRA participants, and wider community, is also another paramount consideration. While this aspect varies greatly depending of the type of MRA practiced, there should be a continual focus on improving safety of individual MRA participants and safety standards of the MRA industry.*⁷⁷³

10.1.2 Club facilities

GCTMC advised that club level motor sport ‘desperately needs Government intervention to facilitate its progress’. In order to build its club’s capacity, GCTMC sought support for ‘a small parcel of land to establish a training/competition facility’.⁷⁷⁴ GCTMC further advised:

*If we had access to training facilities and competition venues, we could vastly increase our tourism contribution dollar. Without facilities we cannot achieve anything.*⁷⁷⁵

GCTMC advised:

*We are keen to replicate the NSW approach on the Gold Coast but need land to construct the necessary training / competition venue. A long-term lease at nominal rent of vacant government land, not adjacent to housing, would be welcome. We would require around 10 Hectares to create a reasonable training and competition facility which will become self-funding once we have gained permanent access.*⁷⁷⁶

EMA also advised of difficulties relating to the various approvals and inconsistent advice from the local council relating to the development of facilities:

We have copies of CHRC 2010 drawn preliminary plans which have a drag strip to be built behind the current karting facility, however we would like to firstly run an event at a temporary venue to gauge community support and participation. Emerald Motorsports Association would like to hold an ANDRA affiliated 1/8th mile drag racing event, similar to the Barcaldine Revfest, at the old Blackwater Airstrip or similar facility. We feel that this event will bring participants from all over Central Queensland.

⁷⁷² Submission 42, p 8.

⁷⁷³ Submission 48, p 13.

⁷⁷⁴ Submission 8, p 1.

⁷⁷⁵ Submission 8, p 4.

⁷⁷⁶ Submission 8, p 10.

*We have completed most of the initial steps in expressing formal interest in establishing a new drag racing facility or activities involving ANDRA. We have contacted CHRC, we are working through which department this falls under. They have also advised that they are no longer the owner. The CHRC Council Planning and Environment Team advised as this facility is already constructed, we do not require development consent, however gave approval of this use as a one off, or limited event.*⁷⁷⁷

Mr Malone noted:

*A number of submissions made reference to road-based car enthusiasts feeling that they have 'no home'. While sporting clubs have their sporting grounds and ovals, car enthusiasts have to wait for the organisation of a car show or a 'coffee and cars' event to have a place to meet with a group of like-minded people. This too is not without issue, as some events have found themselves needing to find alternative venues after raising the ire of nearby residents.*⁷⁷⁸

MQ advised:

*What motorcycle clubs who manage their own venue need is strong support from Local Government Authorities, and the best support can come from clear lease conditions (for those venues that lease) and clarity around issues such as hours of use, and, support from LGA and State Departments that well organised motorcycling activity is a legitimate recreational activity and is supported by the relevant authorities.*⁷⁷⁹

GCTMC also highlighted the need for venues to test vehicles. GCTMC provided the following example:

*I am currently building an historic rally car. ... The other issue they face is having suitable venues for testing their cars. It is an issue we all face in developing our cars. I will hopefully have my car finished in the next four weeks and I will want to test it. There is nowhere for me to test it other than to enter an event. That means I am going to be driving a car I have never driven before and just finished building in a competition. I have nowhere to test it. They are the issues that the industry faces. It is the issue of government support but also having places to test your vehicles.*⁷⁸⁰

10.2 Regulatory barriers

QMP commented on the regulatory barriers which exist, advising:

*A barrier to acceptance of the importance of motorsport regarding community health and well-being, seemingly centres on the lack of suitable recognition within local authority Bylaws.*⁷⁸¹

QMP provided an example of the City of Mount Isa's planning regulations which do not classify a dirt bike facility as 'sport, recreation and entertainment' but leaves it undefined in its planning scheme. The effect of this that the facility operators have limited rights in regard to planning and zoning disputes.⁷⁸²

⁷⁷⁷ Submission 24, p 2.

⁷⁷⁸ Submission 54, p 13.

⁷⁷⁹ Submission 55, pp 8-9.

⁷⁸⁰ Public hearing transcript, Brisbane, 17 February 2020, p 8.

⁷⁸¹ Submission 51, p 2.

⁷⁸² Submission 51, pp 2-3.

QMP commented that bylaws and regulations are also barriers to the establishment of new motor sport facilities. QMP advised:

*Private land is subject to Development Assessment by Councils if Land owners, private individuals, promoters or clubs are considering using land for permanent or temporary events. Environmental constraints, associated fees and objections from non-interested parties often deter people interested in providing these facilities or events from getting them off the ground.*⁷⁸³

QMP also identified the issue of liability and insurance that can obstruct the establishment of motor sport.⁷⁸⁴

10.3 Changing demographics

Stakeholders identified a number of issues relating to changing demographics which impact on both clubs and the viability of MRAs in general.

10.3.1 Social trends

TSOAQ commented on changing club membership trends, advising:

*There is an international trend in clubs that no longer operate along the traditional one make lines. A recent survey in the UK by a classic car magazine on the best car club awarded the prize to an informal car club that does not have membership where cars of all makes and age are welcomed and communicates via social media. The club meets on a park adjacent to a pub for a monthly chat and organises local runs. We are perhaps seeing the start of a similar trend in Queensland with the proliferation of "Cars and Coffee" meets which unfortunately have to use the public highway to congregate.*⁷⁸⁵

Mr Broderick agreed that this trend is occurring, advising of his membership of Facebook based car clubs which are not registered as a club but are 'just a social thing'.⁷⁸⁶

MQ also identified a similar trend, advising:

*In recent years, Motorcycling Queensland has observed a trend away from our traditional club based competition events and activities, and an increasing move towards unstructured / recreational / 'when it suits me' types of riding (practice days).*⁷⁸⁷

...

*Motorcycling, like many other recreational pursuits needs to cater for the increasing demand for uncommitted, short-term and unstructured participation, as well as providing more appropriate opportunities during Queensland's hot spring and summer months in which to be active.*⁷⁸⁸

In order to expand membership bases and accommodate different demographic groups, MQ suggested that there is a need to provide lighting at venues:

The ability to provide permanent lighting to motorcycle venues would greatly assist clubs increase patronage of the venue, and thereby increase the opportunity for Queenslanders to actively recreate.

⁷⁸³ Submission 51, p 3.

⁷⁸⁴ Submission 51, p 3.

⁷⁸⁵ Submission 14, p 2.

⁷⁸⁶ Submission 13, p 1.

⁷⁸⁷ Submission 55, p 8.

⁷⁸⁸ Submission 55, p 9.

Often, motorcycle venues are underutilised, and this is due, in part, to the fact that not enough of them have lighting that enables them to conduct activities at night.

Inclusion of lighting for evening operations is considered essential to the long term viability of motorcycle facilities. This is particularly relevant in relation to accessibility of the site for users after school and work. It also considers broader industry trends regarding heat exposure and sun smart / skin cancer awareness, requiring hours of operation that avoid solar exposure, particularly in the spring and summer periods.⁷⁸⁹

Motorsport Australia identified competing sports as a challenge for the industry. Motorsport Australia advised:

Like every sport, there is growing demand for sport today and now on my phone and on TV. Back in the day, when I was growing up, it was footy on a Saturday in winter. There would be motorsport on a Sunday. There were times when there were 50,000 or 60,000 people sitting on a hill out at Sandown. There is sport on demand everywhere. It is growing and getting more and more intrusive, and more and more kids are choosing not to go to tracks. That is a risk for us. I think we are seeing a generational change. Motorsport has benefitted in the sixties and seventies from the Brocks, the Moffatts and the Brabhams, who really fuelled our love of motorsport. There was a generation of women and men who were welded to it. Sadly, the next generation do not seem to have the same engagement or passion. Again, an official sitting at a track for 12 hours on a Friday, a Saturday and a Sunday is just something that is not likely to be repeated by the newer generation, unless we can find ways to make motorsport interesting.⁷⁹⁰

10.3.2 Population trends

Stakeholders commented on the aging population, particularly in relation to the membership of marque car clubs. The issue of gender in MRAs was also raised.

QHMC noted:

Australia's population is aging and car clubs need to recognise this and promote the social enjoyment and community benefit of becoming involved in the historic motoring fraternity to a younger generation so that they may continue with a hobby that is so important to Australia's Motoring Heritage.⁷⁹¹

HRCC highlighted the issue of the increasing age of club participants as impacting upon competitor numbers and club involvement. The issues HRCC identified include:

... possible health issues affecting the ability to enter events, other indirect social trends also impact upon participation. These include downsizing of dwellings (which affects how they might own and store their vehicles and trailers), available trades persons skilled in repair of older vehicles (including technical knowledge) and so on.⁷⁹²

⁷⁸⁹ Submission 55, p 9.

⁷⁹⁰ Public hearing transcript, Brisbane, 3 March 2020, p 16.

⁷⁹¹ Submission 30, p 9.

⁷⁹² Submission 28, p 11.

QHMC noted that the aging of the historic vehicle fraternity also impacts on the fate of their historic vehicles. QHMC advised:

As previously mentioned Australia's historic vehicle fraternity is aging and each year we hear of more passionate classic vehicle owners passing on. The fate of their historic vehicles, often more than one and sometimes entire collections is often unknown and whilst it would be preferable for the vehicles to be sold in Queensland there is a real possibility of the vehicles being sold interstate or overseas thus reducing the number of historic vehicles in Queensland that may participate in community engagement and provide financial benefit and support to both motor industry businesses and tourism.⁷⁹³

HRCC opined that 'in the majority of instances motor sports are male dominated activities' and 'women are underrepresented'. HRCC considered:

Logically in order for motorsport activities to grow, involve young people and develop there must be greater female involvement. There is a need to develop an easy pathway for females to involve themselves in motorsport at all levels.⁷⁹⁴

Speedway Australia noted:

Woman in motorsport compete on equal terms with men, with mandatory safety equipment (fire-proof suit, helmets, etc) negating any 'body shaming' issues which plague many sporting codes, whilst still maintaining a competitor's individuality.⁷⁹⁵

Committee comment

The committee is of the view that the use of technology and providing exciting entertainment can assist with attracting younger participants to MRAs.

10.3.3 Urban encroachment on motor recreational facilities

The impact of population expansion and 'urban sprawl' on motor recreational facilities was highlighted by a number of stakeholders. This issue is also considered in section 10.4 in relation to noise complaints.

The *South East Queensland Regional Plan 2017* (ShapingSEQ) covers 12 local government areas from Noosa in the north to the Gold Coast in the south and Toowoomba in the west. ShapingSEQ states that estimated resident population in 2016 was 3,462,400 and the estimated resident population in 2041 will be 5,349,400.⁷⁹⁶

ShapingSEQ incorporates elements to accommodate a range of special uses, including activities that are difficult to locate and that support regional needs and economic growth. Strategies include protecting existing special uses from encroachment by incompatible development and planning and support for the establishment or relocation of special uses that emerge over time in locations identified as suitable for these purposes.⁷⁹⁷

⁷⁹³ Submission 30, p 16.

⁷⁹⁴ Submission 28, p 11.

⁷⁹⁵ Submission 42, p 6.

⁷⁹⁶ Department of Infrastructure, Local Government and Planning, *ShapingSEQ – South East Queensland Plan 2017*, August 2017, p 34.

⁷⁹⁷ Department of Infrastructure, Local Government and Planning, *ShapingSEQ – South East Queensland Plan 2017*, August 2017, p 53.

ShapingSEQ provides for the following special uses to be protected in the long term from encroachment by sensitive and incompatible activities:

- The Lakeside Park motor sport precinct at Kurwongbah that supports recreational activities, which are otherwise difficult to locate.⁷⁹⁸
- The IMP at Willowbank is a regionally, state and nationally significant motor sport and outdoor recreational facility that hosts a range of national and international events.⁷⁹⁹

QSC commented on the ongoing capacity of motor sport facilities to remain open given the pressure from local residential development, stating:

*The major legislative area that will benefit Queensland motorsport is simply the ability of any proposed venue to be ensured longevity. At present we have a situation where Lakeside Raceway is under much pressure from some local residents, Queensland Raceway has concerns that increasing local residential development will impact their ability to maintain a racing circuit. At present Morgan Park Raceway seems to be safe but once again there is an urban spread that may well cause concern in the future.*⁸⁰⁰

HRCC noted that one of the objectives of the South-East Queensland Regional Plan is to accommodate population growth while minimising conflict between current land use and proposed development. HRCC advised:

*While many elements to cope with this growth have been identified within the plan no specific allowance has been made for identification, siting and contribution of motorsport facilities to the economic and social elements of each region. In general, traditionally motorsport facilities have been placed in isolated areas (either due to noise or land costs). These facilities usually succumb to urban sprawl, with the value of land increasing substantially once urban sprawl has occurred. For definitive growth to occur in recreational motorsport venue security is required and this in turn will flow onto industry growth.*⁸⁰¹

MAAQ also acknowledged the issue of urban encroachment advising that it had recognised the need to identify other facilities.⁸⁰²

GCTMC also noted venues it previously used have now been turned into housing developments or are now adjoining housing developments, and councils are introducing noise and dust restrictions.⁸⁰³

MGCCQ agreed, advising:

*The main challenge to the industry is the loss of venues mainly due to encroaching urban intensification as the development of vacant areas which were once near established motor sport activities are being transformed into housing areas. Even though a motor sport activity may be established prior to any new residential development, incoming neighbours can object to these established activities, traffic density to the venue, dust, smell, fumes or noise from the venue.*⁸⁰⁴

⁷⁹⁸ Department of Infrastructure, Local Government and Planning, *ShapingSEQ – South East Queensland Plan 2017*, August 2017, p 114.

⁷⁹⁹ Department of Infrastructure, Local Government and Planning, *ShapingSEQ – South East Queensland Plan 2017*, August 2017, p 133.

⁸⁰⁰ Submission 45, p 2.

⁸⁰¹ Submission 28, p 11.

⁸⁰² Public hearing transcript, Brisbane, 16 March 2020, p 13.

⁸⁰³ Submission 8, p 10.

⁸⁰⁴ Submission 39, p 4.

In highlighting the benefits of electric dirt bikes, Mr Felstead noted that the sport has declined as tracks have closed due to noise complaints, urban sprawl and sometimes substantial travel was required to get to suitable tracks and parks. Mr Felstead suggested that low noise bikes would allow opportunities for the development or re-opening of local and easily accessible tracks and holding of night and indoor events to potentially reverse this trend in the sport.⁸⁰⁵

In relation to motorcycling facilities, RACERS advised:

*The motorcycle fraternity has had multiple venue closures in recent years which has resulted in them moving into unregulated forestry areas to continue to enjoy their chosen leisure activities. This lack of a proper venue with the support services they bring has resulted in avoidable deaths and injuries. Had these occurred in any other sport there would have been an outcry and appropriate venue protection put into place.*⁸⁰⁶

The committee notes that this issue was the subject of an E-Petition and three Paper Petitions (2297-14, 2261-14, 2301-14 and 2307-14) in 2014. The petitions all had the following wording:

Save Queensland's motor sporting venues from severe restrictions or forced closure

The petition of residents of the State of Queensland draws to the attention of the House our objection to the threats made to the motor sporting industry from residents of newer residential developments and their action demanding the closure or severe restrictions being placed on motor sporting facilities in Queensland.

As residential development has been allowed near long standing motor sporting facilities, newly arrived residents are pursuing action to restrict the normal recreational use, reduce times of use and the number of days the facility can be used each year due to a number of perceived issues; although these residents willingly moved to the area where the facility is located and in most cases were well aware of the existing facility before purchase.

Many of the facilities provided by the motor sporting industry include driver training, off road training for school students and as well as providing a safe area for people of all ages to test their driving skills at speed (supporting a policy of "speed on a track and not on a road").

*Your petitioners, therefore, request the House to provide protection under Chapter 8A of the Sustainable Planning Act 2009 to these important recreational facilities so as to eliminate continual complaints to authorities, along with legal actions, attempting to force the closure or severe and unviable restrictions being placed on motor sporting facilities in Queensland.*⁸⁰⁷

Table 9 provides further details regarding the petitions.

Table 9: Details of 'Save Queensland's motor sporting venues from severe restrictions or forced closure' petitions

Petition Number	Date tabled	Number of signatories
2261-14	26 August 2014	11,021
2297-14	26 August 2014	6,710
2307-14	9 September 2014	173
2301-14	27 August 2014	32
	Total:	17,936

Source: Queensland Parliament, 'Petitions', <https://www.parliament.qld.gov.au/work-of-assembly/petitions>.

⁸⁰⁵ Submission 4, p 2.

⁸⁰⁶ Submission 22, p 11.

⁸⁰⁷ Queensland Parliament, 'Petitions', <https://www.parliament.qld.gov.au/work-of-assembly/petitions>.

The then Deputy Premier and Minister for State Development, Infrastructure and Planning, Hon Jeff Seeney MP, tabled a response on 1 October 2014, stating:

Urban encroachment on existing activities, such as motor sport facilities, has been an issue over some time. The Sustainable Planning Act 2009 (SPA) contains provisions (in chapter 8A) that establish a process for such activities to seek some protection, in certain circumstances, from nuisance claims made by the occupants of encroaching activities.

The SPA's arrangements remove a right to bring a common law claim for nuisance in the courts, so they set high standards for businesses seeking such protection to establish the parameters of acceptable noise, dust or other emissions, and significant notification requirements, so that the occupants of encroaching activities can be very clear about their rights. No existing activities have applied for protection under the encroachment provisions since their inclusion in SPA in early 2012.

As part of the process of considering the content of the new planning legislation (which has been released for comment as the draft Planning and Development Bill), the intent and workings of SPA's encroachment provisions have been examined to determine whether and how they should be carried forward. This examination concluded that these provisions have not been utilised because of the high standards that must be achieved to justify the removal of common law rights.

However, these petitions have drawn attention to the need for a renewed consideration of this matter and will therefore be treated as a submission on the draft Planning and Development Bill.⁸⁰⁸

RACERS advised the committee that with the change of government in January 2015 'the petition was conveniently shelved and forgotten'.⁸⁰⁹

MGCCQ also commented on the petition and advised of attending meetings with the then Minister and departmental officials and providing a written submission on 18 January 2016 regarding the Planning and Development Bill 2014 to the then State Development, Infrastructure and Industry Committee which was considering the Bill. However, it should be noted that as the Parliament was dissolved on 6 January 2016 when the election was called, the Bill lapsed before the committee could fully consider and report on the Bill.⁸¹⁰

In relation to motorcycling recreation activities, the FCAI 2016 Report noted:

Land use pressure on the urban fringe has led to conflict between different user groups and residents. Unfortunately an inconsiderate minority of riders has tended to give the entire off-road motorcycle community a bad reputation. Most off-road riders care deeply about the responsible sharing of recreational areas and practise appropriate riding behaviour.⁸¹¹

⁸⁰⁸ Queensland Parliament, 'Petitions', <https://www.parliament.qld.gov.au/work-of-assembly/petitions>.

⁸⁰⁹ Submission 22, p 11.

⁸¹⁰ Submission 39, p 10, and Queensland Parliament, 'Lapsed – Planning Bills 2014', <https://www.parliament.qld.gov.au/work-of-committees/former-committees/SDIIC/inquiries/past-inquiries/27-28-29-Planning>.

⁸¹¹ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 12.

MAAQ also commented on this issue, advising:

*Our clubs are constantly under threat from urban expansion with limited facilities available in the major population centres. One of our clubs located at Loganholme (with over 250 members) is currently under threat due to the Logan City Council not extending their lease. This is not an isolated issue.*⁸¹²

And,

*... we are constantly battling to maintain appropriate facilities for aeromodelling. We are acutely aware of providing a safe environment for our members and also ensuring that they comply with relevant air safety regulations etc. The difficulty of accessing aeromodelling clubs and facilities has undoubtedly resulted in people illegally flying drones in parks and other public places.*⁸¹³

Archerfield Speedway also commented on the issue of urban encroachment:

*The thing that does not help is that people are allowed to build estates and new buildings, especially aged care, out towards Acacia Ridge and that sort of area, and they do not have to put up any sound barriers or anything like that. They are just allowing them to be built and not telling people that we are a speedway, that we are there. People go look at the property on a weekday and then Saturday night they are on the phone to us saying, 'What is going on? Where is the noise coming from? How are you allowed to do that?'*⁸¹⁴

Karting Queensland also noted that karting facilities suffer from urban encroachment, advising:

*In some areas, residential developments have occurred along the boundary fences of kart track and subsequent complaints about noise have reduced the capacity of clubs to conduct events.*⁸¹⁵

Karting Queensland highlighted the consequences of urban encroachment on its activities by providing the following example:

*I will give you the example of our Townsville kart track. Over the last 18 months to two years they have been fighting an application from a property developer to basically have them shut down or restricted. That has cost that club \$80,000 and, like I said, 18 months to two years in trying to defend their right to continue the sport in their current location. The process has actually resulted in them not being able to use the track for all the things they used to do. They used to do Q-Ride and the police used it for driver training as well. Now they can only use it for karting activities.*⁸¹⁶

Motorsport Australia suggested that the government could assist the motor sport industry by:

*Addressing issues regarding security of tenure for motorsport venues on public land. For motorsport entities affected by any planned resumption of facilities for the purposes of rezoning in the short to medium term, consultation and collaboration to rehome the club affected in a 'like for like' swap.*⁸¹⁷

⁸¹² Submission 59, p 1.

⁸¹³ Submission 59, p 1.

⁸¹⁴ Public hearing transcript, Brisbane, 16 March 2020, p 8.

⁸¹⁵ Submission 46, pp 2-3.

⁸¹⁶ Public hearing transcript, Brisbane, 18 May 2020, p 2.

⁸¹⁷ Submission 38, p 20.

And,

Assessing allocations of publicly held land (ideally owned/operated/controlled by the Queensland Government) that may be suitable for the purposes of motorsport, where appropriate, and for CAMS affiliated sporting car clubs that have indicated a desire, backed up with sufficient justification, to obtain access to a facility that can stage relevant CAMS sanctioned motor sport events.⁸¹⁸

Committee comment

The committee notes comments by stakeholders which indicated they had been advised that MRA facilities should be located away from urban populations in order to resolve complaints that may arise from local residents. The committee considers this to be a double edged sword because if MRA facilities are located too far away from urban centres participants are less likely to use them consistently due to distance and operators of these facilities suffer financially.

The committee considers that some venues need to be protected by government, and local residents may need to accept these facilities in order for many to enjoy the benefits of access to MRA facilities. There are many examples where initially there was resistance to events which once established have gone on to be not only accepted but embraced by local residents. Examples of this include the Indy cars and subsequent V8 Supercars on the Gold Coast and the Townsville 400.

The committee's inquiry has identified that MRAs are significant financial drivers, and the whole community can benefit from the many opportunities, including tourism, which can be derived from these facilities.

However, the committee considers there is also a place for MRA facilities in regional areas as they can be major drivers for local economies. The committee encourages MRA clubs to continue to promote events in these areas.

10.4 Environmental considerations

10.4.1 Noise complaints

Several submitters highlighted the impact of noise complaints on the operation of motor recreational facilities.

RACERS advised the committee:

Like many sporting venues, MRA venues are constantly struggling with a noisy minority of antagonistic neighbours and the resultant punitive actions of LGAs.⁸¹⁹

RACERS provided examples of Carnell Park, near Stanthorpe, and Lakeside,⁸²⁰ at Kurwongbah, advising:

Nowhere is this more evident than at Carnell Park near Stanthorpe where one powerful neighbour domiciled some kilometres away from the venue has restricted the usage of the venue to such an extent that it cannot operate often enough to maintain itself out of earnings. Given the tourism activity in that area this should be a thriving centre for MRAs but the harsh restrictions placed on it by the Southern Downs LGA means that it can only operate on a handful of days per year. An extended tourism opportunity wasted.⁸²¹

⁸¹⁸ Submission 38, p 20.

⁸¹⁹ Submission 22, p 11.

⁸²⁰ It should be noted that the directors/operators of RACERS are involved in the operation of Queensland Raceway and Lakeside Raceway.

⁸²¹ Submission 22, p 11.

And:

*Lakeside has been in operation for almost 60 years but pressure from only two neighbours on the LGA and the Ombudsman has seen its operations so severely restricted it has had to cancel several major events this year because of untenable and unachievable sound limits that have been illegally modified downwards since 2007. Zoning as a beneficial asset like other sporting grounds would have resulted in some 20,000 spectators coming to the area to see nostalgic and historic events that celebrate its past.*⁸²²

In relation to noise restrictions, Lakeside Park Raceway states:

Lakeside Park and its activities are held to a strict noise limit requirement. These limits are imposed upon Lakeside Park by Moreton Bay Regional Council.

*The noise limits for Lakeside Park are tested statically at a distance of 8 metres from the exhaust exit point of the vehicle. All vehicles must be below 95db to proceed onto the race circuit. Whilst on the circuit noise limits are also tested and enforced, 95db at the tracks edge.*⁸²³

Lakeside Park requires participants to address the noise level of their vehicles if they are above the above limits.⁸²⁴

Roll Racing Australia advised the committee that noise complaints do not just happen at Lakeside:

*Unfortunately, a number of other venues around Queensland have the same problems. It is important that the noise issue is not handed just to Lakeside. Can we find a resolution to save places like Cornell Park? The people behind me use Cornell Park. The economic benefits of some of these smaller facilities in regional areas must be huge, but we cannot shut them down because their noise is impacting on the economic benefits of small towns and regions around Queensland. The noise issue needs to be looked at not just in Lakeside but in all of these smaller regional areas as well to allow them to continue to operate.*⁸²⁵

QSC agreed, advising:

*The one problem in the past with the motor racing circuits has been the noise factor that such a facility brings. When a residential development is allowed to encroach upon such facilities, history has proven that it is always the racing circuit that suffers. There is a long list of racing circuits worldwide that have closed due to this factor alone. Wherever this facility is constructed, there must also be the ability to protect investment into the future by allowing an effective buffer zone to prevent its closure.*⁸²⁶

In relation to Carnell Park, QEMSC advised:

The little track at Stanthorpe has its share of problems. It is out by the tip, of all places. You may or may not be aware that some of the locals who moved out there decided to build nice homes and then complained, and it was subject to a state government inquiry. It is a privately owned track by the local car club, the Stanthorpe & District Sporting Car Club. They are a very poor little club. It is a very small track. Some call it a Mickey Mouse or go-kart track. We have a lot of fun there, but it is a very poor little track. For the time being it is allowed to have 12 meetings a year—12 weekends—which does not sustain it. Who knows how long it will last there as more residents move in and more complaints are made?

⁸²² Submission 22, p11.

⁸²³ Queensland Raceway, 'Lakeside Park', <https://qldraceways.com.au/about/lakeside-park>.

⁸²⁴ Queensland Raceway, 'Lakeside Park', <https://qldraceways.com.au/about/lakeside-park>.

⁸²⁵ Public hearing transcript, Brisbane, 17 February 2020, pp 13-14.

⁸²⁶ Public hearing transcript, Brisbane, 18 May 2020, pp 1-2.

...

That went to the Planning and Environment Court, I believe, a couple of years ago. The track was supported by the local council, which is now the Southern Downs Regional Council. The people who complained had a fairly strong case and it went to the Planning and Environment Court. They wanted it closed completely. That is what they tried to achieve. The upshot was that the club was allowed 12 events per year. It almost does not make it viable. They have no money to expand it or to improve upon it.⁸²⁷

Karting Queensland provided the following example of the impact of noise complaints on a karting club:

The Townsville Kart Club is still facing ongoing litigation from developers who object to the noise levels from the facility, despite the development being started long after the track was developed in an area away from residences. This has cost the club financially over many years in court proceedings as well as loss of income from previous hire activities at the facility.⁸²⁸

In respect of its facilities, MGCCQ advised:

MGCCQ has been proactive by monitoring noise levels at each meeting and advising local neighbours the calendar of hillclimb events for the year. This is done by a letterbox drop in early January of each year.⁸²⁹

Archerfield Speedway advised that in the past speedway events were held at exhibition and showgrounds which are centrally located. Archerfield Speedway advised:

... then motor racing and speedway in general had noise issues and they started to move everybody out of town. Once you move out of town, your numbers will dwindle anyway a little bit but speedway is still very strong. There are a lot of competitors Australia-wide and the big events attract more people and international and overseas drivers.⁸³⁰

Archerfield Speedway advised that the current owners of the facility at Archerfield are aged in their 70s and 80s and looking to retire, and they have been trying to identify a suitable property in order to relocate:

They have looked out at Ipswich and Willowbank and things like that to build a speedway there. We also tried to build one in Yatala, just trying to get all the permits and everything in place, because motor racing obviously has a problem with noise. We need venues or somewhere to go that is not too far out of the city, because if you move too far out of the city then your crowd numbers dwindle and you cannot afford to operate.⁸³¹

In relation to noise complaints, Archerfield Speedway advised:

We also have been cut back for the time frames that we can run at Archerfield. Approximately five years ago, when council was trying to shut us down, we reached an agreement that we can only operate every second Tuesday night, Thursday nights and Saturdays and then from the period from Boxing Day through to the end of January we can only operate on 11 nights. It ruled out doing anything on a Friday night or something like that to get interstate people in, apart from that Christmas period.⁸³²

⁸²⁷ Public hearing transcript, Brisbane, 18 May 2020, p 11.

⁸²⁸ Submission 46, p 3.

⁸²⁹ Submission 39, p 4.

⁸³⁰ Public hearing transcript, Brisbane, 16 March 2020, p 6.

⁸³¹ Public hearing transcript, Brisbane, 16 March 2020, p 6.

⁸³² Public hearing transcript, Brisbane, 16 March 2020, p 7.

...

The deal that we did with the council, where we have been left alone for the time being, for the last four years, is that we have to do four noise tests per season to make sure that we comply. We are 95 decibels at 30 metres. In doing that we still do get some complaints, but it is not as bad. I guess it is more the restriction on our time that we can run and how we can utilise the facility.⁸³³

Archerfield Speedway observed:

Our speedway in Brisbane is the quietest speedway in Australia, without a doubt. We use the muffler rules from California which are the strictest in the United States. There is no track in Australia that will be quieter than Archerfield, yet we still have the noise problems.⁸³⁴

Archerfield Speedway's Noise Management Plan is in accordance with the Brisbane City Council's Entertainment Venue Permit.⁸³⁵

MAAQ also advised that noise was also an issue for their sport. MAAQ advised:

I think the speedway guys mentioned 95 decibels at 30 metres. We are measuring similar decibel levels but at three metres. That is what we impose upon ourselves. Even with houses a thousand metres away, we will still get the occasional complaint. Normally that is somebody who is particularly sensitive. Some of these complaints are, 'I can see a model aeroplane. Therefore, I'm not happy.' That is the sort of thing we are dealing with.⁸³⁶

MAAQ provided the following example in relation to the impact of noise complaints:

Logan is a club that has been there for 40-plus years. At the moment we are struggling to get a lease renewal with council because of a few complaints. First of all, they complained about noise. Third-party external noise testing basically said the planes were not detectable above ambient noise level of the motorway and boats on the Logan River. The next series of complaints from this person were about height and the planes flying too high. Once again, that was referred to CASA. CASA said, 'No. That is not the case.' We are still struggling with the council because of their need to address what they regard as community concerns irrespective of the legitimacy of the complaints.⁸³⁷

In relation to noise standards applied by councils, DTMR advised:

Under the Environmental Protection Act 1994 (Qld), a council may make local law which prescribes a noise standard in relation to indoor venues or open-air events. Variations of noise requirements may exist between councils, which can be influenced by a range of considerations such location, permitted land use and other community considerations.

If a local council has not made such a local law the default noise standards under the Environmental Protection Act 1994 apply, however, the council is still primarily responsible for the enforcement of these standards.⁸³⁸

⁸³³ Public hearing transcript, Brisbane, 16 March 2020, p 7.

⁸³⁴ Public hearing transcript, Brisbane, 16 March 2020, p 11.

⁸³⁵ Archerfield Speedway, 'Operating Hours', https://www.brisbanespeedway.com.au/Operating_Hours.asp.

⁸³⁶ Public hearing transcript, Brisbane, 16 March 2020, p 12.

⁸³⁷ Public hearing transcript, Brisbane, 16 March 2020, p 13.

⁸³⁸ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 14.

10.4.1.1 Suggested solutions

RACERS suggested MRA venues should be recognised as ‘sporting grounds’ and:

The ability to operate needs to be enshrined in legislation that accepts and supports:

- *MRAs are activities that have an obvious risk attached to them have protection against individuals rorting the insurance system to the cost of everybody*
- *Event Providers will have access to expertise to mitigate risks to their Participants*
- *Continuous and vexatious complainants can be put aside**
- *The sound levels permitted for MRAs should be revised upwards*
- *Sound levels should be a balance between volume and operating hours e.g. more sound during some hours than others,*
- *Averaging of sounds over a realistic period, e.g. number of operational days/hours per year so the venue can operate sufficiently to financially viable and meet its user’s desire to participate in their chosen leisure activity*

** The writer suggests that after three complaints that have no foundation in fact in a year have been received from an individual then that individual be denoted as a “Vexatious Complainer” and any further complaints will require the lodgement of an “investigation fee” Which can be refunded if the complaint is, in fact, a justified complaint.⁸³⁹*

QMM suggested that it is important:

... for all tiers of Government to provide a politically lead campaign in conjunction with the media to change the perception if the key elements of the inquiry – jog creation and growth in tourism opportunities – are to be realised.

All tiers of Government need to work cooperatively to ensure alignment across all their individual areas of responsibility. The Lakeside Park issues of compliance required Local Government and State Government to engage in conflict resolution with local constituents – a small number of complainants that effected thousands of enthusiasts and the potential loss of an historic venue that provides a significant venue for motoring enthusiasts.⁸⁴⁰

In regard to this issue, WCCQ suggested that ‘recognised motor sport venues should be properly zoned with adequate buffer zones and given permanency to allow them to expand and [be] improved’ and ‘clear and appropriate guidelines should be provided for land purchase for new motor sport venues, particularly in country areas’. WCCQ also advised:

Persons purchasing land close to motorsport venues should be informed of the pre-existence of the motorsport venue to safeguard the venue against the risk of such persons seeking to have the venue closed for their own benefit, as such action has the potential to impact local businesses that rely upon the motorsport venue for some or all of their income.⁸⁴¹

And:

Acceptable maximum noise levels at motorsport venue land boundaries should be established so noise levels can be monitored and controlled in a uniform and recognised manner state-wide.⁸⁴²

⁸³⁹ Submission 22, p 11.

⁸⁴⁰ Submission 34, p 5.

⁸⁴¹ Submission 36, p 1.

⁸⁴² Submission 36, p 1.

QSC suggested:

Legislation needs to be put in place to provide a level of protection to any business willing to put up the considerable funding required to create a top quality motorsport venue.⁸⁴³

In relation to noise complaints, MQ advised:

We understand that land use pressure on the urban fringe can lead to conflict between different user groups and residents. It is important to note however that a large majority of off-road motorcycle enthusiasts care deeply about the environment in which they operate, crucially, they understand that failing to implement good facility management practices will ultimately be at their own detriment.⁸⁴⁴

MQ suggested:

Information regarding complaints about club activity should be immediately provided to the respective club management in this instance where such complaints are legitimate so they can be actioned quickly.⁸⁴⁵

MAAQ suggested that establishing facilities where complementary activities could operate could provide a solution to both noise complaints and provide club amenities that would also be available to the community.⁸⁴⁶

10.4.2 Environment concerns

Stakeholders discussed the 'green' credentials of MRAs. For example, the HRCC advised of the potential environmental benefit of its sport:

Most people see automobiles as a negative. When we are competing on tracks, we have a controlled environment. We do not leak fuels. We do not leak oils. We do not impact on the surrounding environs. We have acoustic limitations. The vehicles are generally quite sound, so there are quite good environmental benefits.⁸⁴⁷

RACERS advised the committee that motor sport 'has the best green credentials of any sport'. RACERS supported this statement by advising:

Firstly, consider that in Australia there might be 1000 cars on tracks around the country on any given weekend but there will be 7 million cars on the road; all of which benefit from the lean and clean burning technologies that were developed for car and motorcycle racing. Essentially, the ability to completely consume the amount of fuel injected into a cylinder is a key determinant to the efficiency of an engine. By completely consuming the fuel in the cylinder not only do we consume less of it, but in the process, we generate less pollutant gases. This is both because of the reduction in fuel burn and the completeness of the fuel burn. Better fuel economy has been the worldwide benefit for all modern road cars.⁸⁴⁸

⁸⁴³ Submission 45, p 2.

⁸⁴⁴ Submission 55, p 9.

⁸⁴⁵ Submission 55, p 9.

⁸⁴⁶ Public hearing transcript, Brisbane, 16 March 2020, p 13.

⁸⁴⁷ Public hearing transcript, Brisbane, 3 March 2020, p 4.

⁸⁴⁸ Submission 22, p 8.

Stakeholders also noted that the trail bike community is often cited as being detrimental to the environment. This was not supported by the HCRC Study which found:

The majority of riders (90% or more) had concerns for the environmental impact of riding, noisy bikes annoying residents, irresponsible riders, unlicensed and unregistered riders giving them a bad reputation, general lack of respect for trail bike riders, safety, conflict between other users of the tracks such as cyclist, horses, etc., trails being closed, lack of designated riding areas, lack of information on legal places to ride, uncertainty about where to ride legally, and lack of facilities for children to ride.

In summary, these findings demonstrate that riders have been involved in this outdoor activity for a major part of their life, that this is a way of life. It is a social activity enjoyed in the company of family, friends and organized groups of riders. These findings go against the perceived negative stereotypes attributed to some trail bike riders and their activities. Indeed, the list on concerns covers not only their wish to continue their support in an organised manner but also not to unduly infringe on local communities.⁸⁴⁹

The FCAI 2016 Report also commented on threats to the sport of motorcycling stating:

Unfortunately, off-road motorcycle sport is under considerable threat from the closure of venues and denial of access to facilities. Such restrictions on motorised off-road sport are often motivated by concerns about the environment and excessive noise that can be generated through irresponsible or unregulated use. However, these issues can be addressed through appropriate land use and facility management.⁸⁵⁰

In relation to motorcycling, MQ stated:

One of the key challenges facing many clubs is 'security of tenure' in relation to their venue/s. In recent years South-East Queensland clubs such as Wheelstanders Junior Motorcycle Club (Oxley) and Gold Coast MX Club (Reedy Creek) have had to shut down due, in no small part, to urban sprawl and these clubs not having long term lease arrangements in place.

Additionally, clubs such as Mike Hatcher Junior Motorcycle Club (Labrador), Albert District MX Club (Stanmore) and Tivoli Raceway (Ipswich) are all examples of South-East Queensland area clubs / venues that are constantly under community pressure regarding their operations.

Often motorcycling venues are put under pressure by a small percentage of a community who seem to have an ability to influence key decisions makers within an area, hoping to reduce or shut-down legitimate motorcycling activities.

MQ understands the sensitivity of the community to noise associated with motorcycling activities and has established nationally accepted guidelines for facility operations, particularly in regard to noise levels.⁸⁵¹

⁸⁴⁹ Submission 53, p 7.

⁸⁵⁰ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 10.

⁸⁵¹ Submission 55, p 8.

MQ elaborated:

*Through our own research with the clubs we have identified that in club land that probably has not been prioritised highly enough. When you talk about these volunteer clubs you get the changeover of committees. They come and go and often focus on a 12-month period or what is happening with the next event rather than on long-term security or tenure of the venue that is going to enable them to be there in five or 10 years time—to enable them to work in with any new planning legislation that is coming out, to enable them to be aware of their environment, to ensure long-term sustainability. There have been far too many examples of venues that have not kept their eye on the ball and as a consequence have closed down or cease to exist. For some of them it is completely logical, through urban expansion, urban sprawl. We understand it is not ideal to have facilities located smack bang in the middle of metropolitan or CBD areas so we accept that we are not that type of activity, but Queensland is a big place. We know that we have a community of participants who are willing to travel to a location. If they can gain security of tenure in a location, that means they can start to invest in that venue and start to have a conversation around things like lighting and improving the facility to ultimately attract more and more people to the venue. That is what I am getting to there about security of tenure. I suppose it is our job as the controlling body to be thinking differently to the clubs, but often clubs get caught in what is happening next month or in six months and not thinking about where are they going to be in five or 10 years time. Some of them do but not all of them.*⁸⁵²

10.4.3 Emissions

Stakeholders also raised the issue of emissions.

TSOAQ noted that there is currently a focus on emissions which has led to a call by pressure groups for all ‘old cars’ to be banned from driving on roads. Whilst agreeing that ‘the design of classic cars prevents them from meeting modern vehicle emission standards’, TSOAQ noted that ‘the majority of owners keep their cars in good running conditions ensuring that the emissions are to the original manufacturing standards and less than the emissions from later poorly maintained cars in everyday use’ and ‘classic cars usually only travel a very limited distance per year thus annual emissions per vehicle are very low’.⁸⁵³

AIMSS also highlighted that motor sport has led to the development of more efficient lubricants and fuels. AIMSS also noted other developments, such as the use of carbon fibre reinforced polymer, which significantly reduces the weight, meaning less energy is required from the power unit, and direct shift gearboxes, which require less fuel to be consumed because of a more efficient power train, are now also being introduced into production road cars.⁸⁵⁴

In addition, AIMSS also highlighted that ‘motor sport is leading the way with the introduction of Formula E – an “open wheel, single seater” category of racing car, powered by batteries’. AIMSS advised:

Formula E is similar to Formula One in that the vehicles are single seat open wheeled race cars. However, Formula E is powered by a 100% electric motor. This has meant that competitors have been forced, by the regulations, to develop batteries which have greater capacity, but which are lighter and smaller. This technology has now been utilised in not only the production car market but also in commercial applications in industry.

⁸⁵² Public hearing transcript, Brisbane, 18 May 2020, p 10.

⁸⁵³ Submission 14, p 2.

⁸⁵⁴ Submission 41, p 10.

Improved battery storage capacity will drive an increased use of solar energy, enabling it to be stored in greater quantities, and will lead to less reliance on fossil fuelled power, thus contributing to a better environmental outcome that will benefit everyone, including all Queenslanders.⁸⁵⁵

RACERS advised that the development of high performance diesel engines was achieved because Audi 'wanted to win the Le Mans 24 hour race'. RACERS advised:

Audi invented the intelligent piezo precision injection system for diesel engines and used all of the best technology it had developed from decades of building high performance race and rally cars like the R8 and Quattro.

The direct result of that technology today is 2 tonne SUVs with surprising acceleration burning as little as 7 litres of fuel per 100km. You can now buy tractors that can be in the field all day without refuelling, and all because Audi wanted to win at Le Mans and invested in a novel technology which has had world wide benefits.⁸⁵⁶

RACERS provided many other examples of technology developed and being developed for motor sport which is now used in regular road vehicles, including biofuel technology and electric vehicles.⁸⁵⁷

AIMSS advised that motors sport has played and is continuing to play a significant role in improving the efficiency of the internal combustion engine (ICE). AIMSS advised:

The modern Formula One power unit comprises a small but highly efficient ICE of 1.6 litres capacity. The ICE is approaching an energy efficiency level of in excess of 50%, nearly double that of an internal combustion engine of 20 years ago. In addition, it has an extremely sophisticated "hybrid" system comprising two energy recovery systems – one kinetic and one heat (from the turbo charger).

Together these two systems recover approximately 160 horsepower – roughly the equivalent power of a medium size sedan car. The energy recovered is stored in a very small but highly efficient battery system. This technology, developed for Formula One by Mercedes, Ferrari, Renault and Honda, is finding its way into road going cars.

This has resulted in the modern production car being extremely efficient and emitting less pollutants thus making a significant difference to the environmental footprint created by the mobility of the world's population.⁸⁵⁸

HRCC highlighted the potential impact of changes in technology:

A number of advances have been made in sustainability for motorsport. For example, as from 1 July 2019 CAMs no longer permits leaded fuel to be used in competition at CAMs events. Recycling of oils and tyres also occurs. One could argue the continued reuse of older vehicles for racing also ensures they have an extended life. However, the expected take up of electric vehicles will bring about a change in not only general vehicle usage, but also in motorsport, as it has done overseas. Further, clearly from media reports autonomous vehicles will be commonplace on our roads. Forward planning needs to occur as to fuel supplies, how historical petrol driven vehicles or even driver controlled vehicles will be driven will be able to cope or allowed to run or whether alternate means of propulsion will be permitted (i.e. electric motors). Original driver controlled, competing petrol-powered race vehicles, might in itself become a tourist attraction.⁸⁵⁹

⁸⁵⁵ Submission 41, pp 9-10.

⁸⁵⁶ Submission 22, p 8.

⁸⁵⁷ Submission 22, pp 8-9.

⁸⁵⁸ Submission 41, p 9.

⁸⁵⁹ Submission 28, p 10.

In relation to the impact of motorcycles, DOCQ suggested that motorcycles provide an ‘effective commuting strategy that reduces congestion and air pollution’. However, DOCQ identified that there are insufficient parking spaces in the Brisbane CBD which limits the ability of motorcyclists to use this mode of transport to commute on a daily basis and consider:

*Rolling out more parking spaces for motorcycles would greatly encourage the use of this very effective mode of commuting.*⁸⁶⁰

The FCAI 2016 Report also noted the benefits in emissions reduction and local air quality, stating:

Greater use of motorcycles has the potential to make a contribution to reducing the harmful emissions created overall by the transport sector.

In 2011, the Australian average CO2 emissions for passenger and light commercial vehicles was 206 g/km. European studies show an average for motorcycles of 110 g/km; smaller machines average 70 g/km.

*Fuel consumption for smaller capacity motorcycles and scooters can often be as low as a couple of litres per hundred kilometres.*⁸⁶¹

10.4.4 Asbestos

An Australia-wide ban on the manufacture and use of all types of asbestos and Asbestos Containing Material (ACM) took effect on 31 December 2003. Workplace Health and Safety laws ‘prohibit the supply, transport, use, or handling of asbestos unless an exception or exemption applies’.⁸⁶²

The Commonwealth Department of Infrastructure, Transport, Regional Development and Communications (DITRDC) specifically identifies the following in relation to asbestos in vehicles:

Vehicles that were not specifically manufactured for the Australian market might be considered at risk of containing asbestos. You are responsible for ensuring your vehicle does not contain any asbestos before you or your supplier ship it to Australia. Common high risk parts and components include gaskets, brake pads, seals and clutch linings and may be more likely to be present in older vehicles.

*Where your vehicle is deemed a risk of containing asbestos, the Australian Border Force will require assurances that high-risk parts or components do not contain asbestos. If adequate assurance is not provided, you will face delays and be responsible for costs incurred when the vehicle is held at the border for the purposes of sampling and testing.*⁸⁶³

In relation to re-importing Australian-based vehicles the Australian Border Force (ABF) advises:

Owners intending to temporarily export a vehicle from Australia, with the intention of re-importation, such as for the purposes of participation in an overseas rally, must be aware that:

- *The importation of that vehicle back into Australia is prohibited if it contains any level of asbestos.*
- *To facilitate the return to Australia, the owner should identify any parts or components with asbestos and replace them before export.*

⁸⁶⁰ Submission 6, p 3.

⁸⁶¹ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 6.

⁸⁶² Department of Infrastructure, Transport, Regional Development and Communications, ‘Asbestos in vehicles’, <https://www.infrastructure.gov.au/vehicles/imports/asbestos.aspx>.

⁸⁶³ Department of Infrastructure, Transport, Regional Development and Communications, ‘Asbestos in vehicles’, <https://www.infrastructure.gov.au/vehicles/imports/asbestos.aspx>.

- *On that vehicle's return, the owner must be prepared to provide assurance that the vehicle does not contain any asbestos.*⁸⁶⁴

The ABF also advised that it:

... cannot provide technical advice as to where asbestos will be present. Factors such as the make, model, country of origin and any other relevant circumstances must be taken into account, and therefore the ABF must risk assess all vehicle shipments and related assurance documents for asbestos.

*Owners might need to consult OEM part suppliers, maintenance providers or records of the particular vehicle where available, to identify if the vehicle's components are likely to contain any amount of asbestos (including trace amounts). Owners should then take action to test or remove such components before importation.*⁸⁶⁵

The Asbestos Safety and Eradication Agency (ASEA) is responsible for administering the import permission process relating to vehicles containing asbestos.⁸⁶⁶

AHVIC highlighted its concern regarding the enforcement of the ban on the importation of historic vehicles, which contain asbestos has 'resulted in numerous potential imports of historic cars not occurring. AHVIC advised:

No one doubts that asbestos in respirable form is a severe health risk. However, when bound into a matrix (as is the case with all pre-2004 cars), respirable fibres are not being released, and it presents no danger. The only danger is to those who dismantle and work on such vehicles and who do not follow simple cheap measures to prevent the release of asbestos fibres.

There are 4.2 million pre-2004 vehicles still registered and in use on Australian roads, and ASEA, the Australian Asbestos Safety and Eradication Agency, considers most could still contain asbestos.

Yet it does not consider they present a risk other than to those who work on them without following the procedures mentioned above. This is also the position of Safe Work Australia, which comprises representatives of the Commonwealth, every State and Territory, the Unions and Employer Groups, who drafted the Commonwealth's Work Health and Safety (How to Manage and Control Asbestos in the Workplace) Code of Practice 2015.

The ACCC came to the same conclusion when declining to require compulsory recalls of the 25,000 Chinese asbestos-containing vehicles imported in 2012 – the asbestos did not represent a danger to human health, unless those who work on them do not follow the well known simple procedures. The ACCC describes its approach (deriving from its legislative charter) as "proportionate, risk-based enforcement" of the Australian Consumer Law.

The Commonwealth has also recognised that not all asbestos containing goods are dangerous, unless and until the asbestos containing components are disturbed. This is illustrated by the fact that while the ban on imports is absolute, the ban on exporting asbestos containing goods is not. In particular, the export of asbestos containing goods is permitted where the "goods, containing asbestos, that are incorporated into other goods in a way that does not constitute a risk to users until the asbestos in the goods is disturbed".

⁸⁶⁴ Australian Border Force, 'Managing the risk of asbestos when importing a motor vehicle', <https://www.abf.gov.au/prohibited-goods-subsite/files/fs-asbestos-risk-importing-vehicle.pdf>.

⁸⁶⁵ Australian Border Force, 'Managing the risk of asbestos when importing a motor vehicle', <https://www.abf.gov.au/prohibited-goods-subsite/files/fs-asbestos-risk-importing-vehicle.pdf>.

⁸⁶⁶ Australian Border Force, 'Managing the risk of asbestos when importing a motor vehicle', <https://www.abf.gov.au/prohibited-goods-subsite/files/fs-asbestos-risk-importing-vehicle.pdf>.

While it is much harder to come up with hard data as to the vehicles not being imported because of the recent enforcement of the asbestos ban on the import of pre-2004 vehicles, stories abound within the movement of the effect it is having. It is regarded as the number 1 threat to the old car movement in this country. One practical effect is that if you own one of the 4.2 million asbestos containing vehicles, you can legally take it overseas temporarily for a rally, but then cannot bring it back.

It also has deterred overseas owners of such vehicles from bringing them to Australia for rallies. One illustration: in 2017 the Alvis Car Clubs of Australia held their bi-annual rally in Warwick, Qld. For the first time, no overseas Alvis owners brought their cars to the rally.⁸⁶⁷

AHVG considered that a double standard exists in that goods containing asbestos can be exported but not imported and that historic vehicles containing asbestos present ‘a negligible risk to drivers, passengers or the general public’. AHVG is seeking government support for an amendment to the Customs (Prohibited Imports) Regulations 1956 (Cwlth) to allow for the import of ‘asbestos containing Historic Vehicles on the same basis as it permits exports – ie where the asbestos does not constitute a risk to users until the asbestos is disturbed’.⁸⁶⁸

AHVG also noted that:

There are 4.2 million cars on the road that were made before the 2003 ban on asbestos. No-one is worried in the slightest about the asbestos in those cars.⁸⁶⁹

LCQ also commented on the issue of asbestos in vehicles:

Some members have voiced concern over the restrictions of importing (or re-importing) vintage models which may have asbestos brake components. In most cases it is extremely expensive to replace with modern safer materials, which may involve complete remanufacturing of one-off parts. These pre-war vehicles are rarely driven on public roads and the asbestos residue emitted is negligible.

As the number of vehicles applied to be imported with such components is miniscule, it was felt that the requirement to replace these asbestos parts could be waived on these vehicles for the reasons mentioned above.⁸⁷⁰

It should be noted that in relation to the belief that asbestos is only a problem if disturbed and is therefore safe in a vehicle, the ABF has stated:

Friction materials by their nature are subject to constant wear and tear. Physical wearing of materials that contain asbestos expose fibres and make them friable. Friable fibres can be shifted during movement onto other areas of the vehicle, or into the area where the vehicle is garaged. Maintenance may also cause disturbance. If the person carrying out that maintenance is not trained to recognise and safely handle asbestos, or is unaware that asbestos exists in the parts they are handling, a direct risk to their health and the health of others nearby may result.⁸⁷¹

⁸⁶⁷ Submission 44, p 5.

⁸⁶⁸ Submission 44, pp 5-6.

⁸⁶⁹ Public hearing transcript, Brisbane, 3 March 2020, p 9.

⁸⁷⁰ Submission 50, p 1.

⁸⁷¹ Australian Border Force, ‘Managing the risk of asbestos when importing a motor vehicle’, <https://www.abf.gov.au/prohibited-goods-subsite/files/fs-asbestos-risk-importing-vehicle.pdf>.

Committee comment

Whilst the committee understands submitter views relating to the restriction on importation and movement of historic vehicles containing asbestos, it supports the Commonwealth Government's approach to asbestos based on the evidence of it being a dangerous material. It considers that asbestos has been found to be a dangerous material, and the government has taken a proactive approach to restricting exposure to the material. The committee therefore cannot support the AHVIG's request to support changes to the relevant legislation to remove the restriction.

10.5 Financial resources

10.5.1 Club resources

RCC highlighted the issue of funding availability for small clubs. RCC provided the example of its concern for the welfare of club members, as many are over the age of 65, and the need for the club to purchase a defibrillator and first aid kit for club outings and meetings. RCC advised that these two items cost approximately \$2,500, which was a significant investment for a small social club. RCC suggested that the Queensland Government could provide funding options to small clubs to purchase this type of potentially life-saving equipment.⁸⁷²

HRCC identified the increasing price of operational costs to both clubs and participants to be a challenge:

*As a recreational motor sport costs increase each year with such items as venue hire, registration, insurance, fuel, maintenance of older vehicles and so on it would be desirable to develop a means, whether directly or indirectly, of controlling costs in some of these areas. For example, noting that amateur motorsport is a hobby, GST is payable on parts and service purchases for maintenance, substantially adding to the costs of running a vehicle.*⁸⁷³

10.5.2 Participant resources

QHMC noted that challenges for historic vehicle owners and event organisers include costs associated with participating in MRAs:

*Rising costs to import, house, repair and or maintain historic vehicles can be seen as a deterrent to historic vehicle ownership. These also include cost of registration and insurance.*⁸⁷⁴

QHMC specifically identified the 'rising costs to register a historic vehicle, even with the SIV concession'. QHMC provided the example of the Vauxhall Owners' Club of Australia (Qld Branch) who undertook an evaluation of the annual collective cost to their 79 members of maintaining, restoring and attending events and arrived at a figure of \$357,448⁸⁷⁵ (equating to an average annual cost of \$4,525 per member).⁸⁷⁶

⁸⁷² Submission 7, p 7.

⁸⁷³ Submission 28, p 10

⁸⁷⁴ Submission 30, p 9.

⁸⁷⁵ This amount includes: registration, insurances, servicing and restoration, expenses in travelling to and from events, fuel and meals, accommodation for several members each year to travel to regional and national events, donations to charities and club membership fees which cover the operation of the club including liability insurance.

⁸⁷⁶ Submission 30, p 10.

While AMVCQ considered that the ‘greatest challenge’ facing the ‘old car movement’ is the rising cost of fuel and registration and that this has led to a decline in club membership. AMVCQ advised:

The biggest support the Government could provide is lowering the cost of registration in line with the southern States. If the cost of registration for old cars was reduced the hobby would be within the reach of more, younger people and this would help maintain Queensland’s motoring heritage.⁸⁷⁷

TSOAQ also identified the cost of registration as a concern to many enthusiasts, particularly those with more than one vehicle. Whilst acknowledging the SIV scheme registration to be of assistance, noted that some other countries have zero registration costs for vehicles over 40 years old.⁸⁷⁸

FCAI identified the cost of entry into motorcycling as a challenge facing their industry. FCAI advised:

Queensland (like other states) has introduced more stringent licencing conditions, has lifted the age at which a person can obtain a licence to ride a motorcycle on the road, and introduced other initiatives to attempt to make riders safer. This is an approach that has been taken in many states in Australia.

Unfortunately this approach is discriminatory towards people wishing to use a motorcycle as a form of transport (or recreation) as it has significantly increased the cost of entry into motorcycling. It has also shifted the focus of road safety away from those drivers who are either so lacking in skill, or who drive in such a distracting environment (mobile phone usage, other “in-car distractions”) that they put all road users in danger. Unfortunately the vulnerable road users (VRUs) which include motorcycle riders, pushbike riders and pedestrians, are at greater risk of injury (or worse) through no fault of their own.⁸⁷⁹

FCAI suggested that a solution to this issue could be offering subsidised rider training courses. FCAI advised that NSW has provided these courses. FCAI advised:

In an effort to increase the quality of new riders, a number of extra requirements have been placed on intending riders. As mentioned above, it is difficult to argue that riders, particularly new riders, should not be better equipped skills-wise, to tackle the roads, however the cost of licencing is therefore increasing, and in some instances younger people could be priced out of the industry. Whilst some may think this is a good outcome, in reality it is, in all likelihood leading to an increase in people willing to, or needing to choose to ride, unlicensed. This is the least desirable outcome, and one that could be changed quite quickly, if a government subsidy were applied to motorcycle licence training courses.⁸⁸⁰

10.6 Trade skills availability

Stakeholders highlighted the availability of skilled workers within the mechanical services sector. For example, RCC advised:

Many mechanical workshops, especially those with a younger workforce, did not grow up with cars that did not have electronic fuel systems, and therefore, are not conversant with the older fuel delivery systems, and the maintenance thereof.⁸⁸¹

⁸⁷⁷ Submission 9, p 4.

⁸⁷⁸ Submission 14, p 2.

⁸⁷⁹ Submission 35, p 5.

⁸⁸⁰ Submission 35, p 6.

⁸⁸¹ Submission 7, p 9.

Mr McLaren supported the view that knowledge about older vehicles is diminishing 'as time passes'.⁸⁸² NMC also noted 'a general lack of younger trades people learning these skills in Queensland, is now becoming apparent'.⁸⁸³

TSOAQ also highlighted the issue of accessing trade skills:

*What we see as both a threat and an opportunity to the classic car movement is the required different trade skills to keep the older technology cars running. Owners are already finding it increasingly difficult to locate mechanics who have the required knowledge and skills to overhaul and tune carburettors or non-computerised ignition. It is also difficult to find panel beaters capable of restoring a classic car body where rust metal needs to be cut out and replaced with new handmade panels.*⁸⁸⁴

VCOA agreed:

*There is a lack of skilled motor trade workers for Historic vehicles and consequently such vehicles are being sent out of the state for restoration, providing job opportunities outside Queensland. This needs to be addressed so that job opportunities remain within our State.*⁸⁸⁵

QHMC noted:

*Over the years many specialist trades people have aged and left the industry and a void is now growing in certain trades vital to the period restoration of these vehicles.*⁸⁸⁶

HRCC also commented on this issue, advising:

*... it is anticipated there will be a shortage of experienced and qualified persons to repair older race vehicles in the near future, as older tradespersons retire. Educational levels expected within motorsport vary and include trade and tertiary qualifications. While some coordination occurs for example at the TAFE level there is no overall coordination at a state level directed at addressing the direct and supporting needs of motorsport activities. This void must be addressed in order for motor recreational activities to grow and offer employment and training.*⁸⁸⁷

CQCC agreed, advising:

*The car/bike/motorsports community supports a large number of small businesses with a large number of these existing only to support these groups. The trade skills in these groups are greatly needed to train upcoming trades men and women to help Queensland with its huge skills shortage.*⁸⁸⁸

In relation to restoration of vehicles, GCTMC advised:

*I have had to source components from Victoria and New South Wales because I could not get them in Queensland. Nobody knew anybody who could make them up here. It is a major issue. It is the case with the high end of motorsport and those with high-tech skills right down to the apprentice training and TAFE colleges. There is a lot of work to be done to get those industries back.*⁸⁸⁹

⁸⁸² Submission 12, p 2.

⁸⁸³ Submission 18, p 3.

⁸⁸⁴ Submission 14, p 2.

⁸⁸⁵ Submission 18, p 6.

⁸⁸⁶ Submission 30, p 12.

⁸⁸⁷ Submission 28, p 10.

⁸⁸⁸ Submission 59, p 1.

⁸⁸⁹ Public hearing transcript, Brisbane, 17 February 2020, p 8.

BSCC also commented on this issue in relation to rallying, advising:

*... the sport of Rallying involves a significant number of mechanical businesses, motor trade shops and specialist welding and fabrication works that support the building and maintenance of rally cars in the State. The expertise and skills required to provide these services presents an opportunity for young people to move into an exciting trade and learn these skills. There is an opportunity for Government to recognise these skills and incorporate this training as part of the attraction of gaining skills in the motor trade.*⁸⁹⁰

The AAAA also highlighted that the availability of skilled labour is a barrier to economic growth in their industry. AAAA advised:

*We are effectively adding products onto the vehicle—towbars, roof racks—so accessory fitment is a skill in its own right and some certification of that activity would be useful, particularly now that, with the technology improvements on vehicles, we need to make sure that all of our products are compatible with advanced driver assistance systems such as lane departure warning, collision avoidance, all of the sensors on the vehicle, and we need to ensure the integrity of that vehicle and that our components work well. It is a skill and access to skilled labour is preventing our continued growth.*⁸⁹¹

To mitigate the loss of trade skills, RCC suggested:

*... there are possible areas of employment opportunities here: older or retired mechanics could be employed as teachers using their valued experience in adjusting 'manual' fuel delivery systems such as carburettors; and younger mechanics who could be trained and employed in adapting to, or adding to, their mechanical knowledge in this older technology.*⁸⁹²

Mr McLaren's solution included encouraging 'TAFE Colleges for example, to provide courses for tradesmen / women, to gain skills that existed at the times when these vehicles were constructed'.⁸⁹³ NMC agreed, advising:

*The Qld Govt can assist in facilitating apprenticeship schemes in the trades (some of which are mentioned above), through TAFE or other training colleges which would stop the export of many vehicles to other states for repair/ and restoration work due to lack of available skilled workers being trained here in Qld.*⁸⁹⁴

TSOAQ suggested 'there is an opportunity for the government to assist in getting new apprentices into these trades'.⁸⁹⁵ VCAQ agreed that there is 'a need for these important trades to be encouraged and ongoing training with government incentives for youths to complete trades in these much needed skills should be urgently considered'.⁸⁹⁶

⁸⁹⁰ Submission 37, pp 6-7.

⁸⁹¹ Public hearing transcript, Brisbane, 3 March 2020, p 8.

⁸⁹² Submission 7, p 9.

⁸⁹³ Submission 12, p 2.

⁸⁹⁴ Submission 18, p 4.

⁸⁹⁵ Submission 14, p 2.

⁸⁹⁶ Submission 18, p 6.

The committee sought additional information from DTMR regarding what work is being undertaken to address the issue of access to skilled labour to provide services for the restoration and after-market fitting sector. DTMR advised:

The Department of Employment, Small Business and Training (DESBT) works closely with the Motor Trades Association of Queensland (MTAQ) as an Industry Skills Advisor, to identify the current and emerging skills needed for the Automotive sector. The vocational education and training (VET) investment priorities for Queensland are reviewed based on this advice and an analysis of employment trends and skill shortages. Current priorities include qualifications targeting skills in recreational vehicle manufacturing, and service and repairs.

The DESBT User Choice Program provides government funding towards training and assessment costs of eligible Queensland apprentices and trainees aligned to the skills needs of industry. Training qualifications including MSM31015 - Certificate III in Recreational Vehicle Service and Repair and MSM31115 - Certificate III in Recreational Vehicle Manufacturing receive a significant funding contribution under the government's User Choice program.

The User Choice program also supports other associated qualifications, e.g. automotive body repair, engine reconditioning, which pathway for building a skilled labour force for businesses that provide services for vehicle maintenance and repair, including in the area of restoration and after-market fitting.⁸⁹⁷

10.7 Other challenges

An additional challenge faced by aeromodellers is being recognised as an official sport and the impact of that on securing finance and funding. MAAQ advised:

From a state level, we have been battling for a while for recognition as a sport. There are competitive aspects of aero modelling that I think qualify it for a sport. There are other aspects that are recreational and hobby based, and I accept that. From my perspective, I would like to urge the committee to consider where things such as funding are available. For example, our club in Townsville is on the Ross River Dam. They had a metre and a half of water through their clubhouse. As I understand it, they were told they were not eligible for any assistance for recovery because they were not a sporting club. It is things like that. It is recognising that not all kids are going to play football and not all kids are going to play a traditional sport, so these activities are worthy of assistance and support.⁸⁹⁸

⁸⁹⁷ Department of Transport and Main Roads, correspondence dated 3 July 2020, p 19.

⁸⁹⁸ Public hearing transcript, Brisbane, 16 March 2020, p 14.

11 Other issues

Term of reference (h) states that the committee should consider:

Other issues that arise as agreed upon by the Committee.

11.1 Aftermarket jurisdictional compatibility

Stakeholders raised the issue of jurisdictional differences regarding the acceptability of aftermarket products and modifications.

The AAAA advised:

... the closure and withdrawal of the Australian motor vehicle assembly industry has led to considerable restructure in the Automotive industry. Our industry value add is now concentrated in the 4WD accessory and modification industry and indeed this is an area of growing trade exposure with the US, with Europe and increasingly with South East Asia. You may not be aware that there is a larger cohort of automotive manufacturing in Queensland than in South Australia. The economic contribution of this sector is considerable and when you factor in the mining and defence vehicle production in Queensland, the larger market produces economies of scale is resulting in a growing sector of design, development and production of MRA related components.

Bull bars, recovery straps, opposite lock, suspension modification, and specialist off road products are all growing areas of production in Queensland and this is driven by the large growth in consumer demand. Our products compete on quality and brand reputation rather than price and this has led to a global demand for well-known brands many of which are now based in Queensland.⁸⁹⁹

AAAA identified two threats to the growth and safety of its industry:

- *Government regulations that are not compatible with interstate regulations leaving consumers confused and manufacturers trying to meet differing standards that require alternate designs and cost recovery for small batch volume.*
- *Lack of skilled labour for both the manufacturing and fitment of 4WD components and vehicle modification.⁹⁰⁰*

AACCC agreed advising:

Now that we do not have a car building industry in Australia we are a bit pessimistic about the future of the aftermarket car industry as it provided excellent trained tradesmen and technicians. Australia would benefit if all states could get together and have Australia wide common rules and regulations. Australia would also benefit if it had an organisation like the Speciality Equipment Market Association (SEMA) which operates in the USA for the promotion of all activities within the car hobby. SEMA estimates that the car hobby is a \$46 billion industry in the USA.⁹⁰¹

⁸⁹⁹ Submission 32, p 2.

⁹⁰⁰ Submission 32, p 2.

⁹⁰¹ Submission 47, p 3.

NMC advised:

There continues to be discrepancies between states and territories with regards to what aftermarket parts and accessories as well as what modifications are acceptable within each state or territory. If a modification is engineered and the vehicle is plated in one jurisdiction, why is it necessary to be re processed when that vehicle is sold to another state. The solution would be for all states and territories to reach agreement on suitable uniform engineering rules, procedures, legislation and certification to enable specialist collectable vehicles to meet registrations requirements wherever they were first registered. The Commonwealth Government must also contribute.⁹⁰²

NMC elaborated on this issue:

Each state or territory has individually developed their own legislation covering vehicle modifications, individually constructed vehicles and after-market products allowable within their jurisdiction. Vehicles engineered and registered within one state or territory are ID plated, confirming that the vehicle is compliant with that state's or territory's rules. That vehicle can be legally driven throughout Australia, but cannot be reregistered within another state or territory without going through the expensive and time-consuming bureaucratic process of being reengineered within the new state or territory. Each state's or territory's engineering and safety legislation requirements are additional to the ADRs requirements. ... I would suggest that a uniform national individually constructed vehicle code, that is, a vehicle modification code, should be adopted by all states and territories.⁹⁰³

In response to the committee's questions regarding whether there is a need for cross jurisdictional standards, the AAAA advised:

The standard set of rules gives our manufacturers some economies of scale. If we are producing components for similar regulatory conditions, we can use the Australian market to get good economies of scale which helps us to export product. We are never really going to compete on price but we are competing on quality. Price is always an issue. The federal government has been particularly unwilling to play a leadership role in regulation in vehicle standards, because it is not its area. It is responsible for the vehicles coming in for their first delivery to the market. It is up to the states to get that together.⁹⁰⁴

4WDQ commented on varying vehicle modification standards across Australian jurisdictions, advising:

For over ten years, local governments have jointly worked on legislation as members of Council of Australian Governments (COAG) and Australian Motor Vehicle Certification Board (AMVCB), in order to develop a National Code of Practice (NCOP) in order to align individual state-based vehicle modification standards. However, after all this time, no two state or territory governments have a full alignment of vehicle modification standards, which also includes relevant state standards, regulations, and certification procedures. Unfortunately, it appears state and territory bureaucrats wanted to put their additional limitations and restrictions inside the national code, so all state and territory registration authorities now have their own separate modification standards once again, some vastly different to others; this is impeding a national solution for all Australian motoring community and industry groups.

⁹⁰² Submission 16, p 2.

⁹⁰³ Public hearing transcript, Brisbane, 17 February 2020, p 4.

⁹⁰⁴ Public hearing transcript, Brisbane, 3 March 2020, p 12.

While the NCOP has fixed limits and measurements for many modification types, some states such as NSW, VIC and SA have engineering and certification procedures allowing certified auto mechanical engineers to safely modify outside of the NCOP limitations, while other states restrict engineering by industry certified professionals. Additionally, many engineered modifications cannot be simply transferred between states for registration purposes, without having to be completely re-engineered in the new state, or removed if they do not comply with the new state's regulations.⁹⁰⁵

4WDQ advised that the impacts of these varying standards included that:

... every auto-mechanical engineer, automotive workshop and aftermarket product seller across Australia, has no assurance their products will be accepted across the entire Australian marketplace. Further, large national companies have significant fleet management issues due to the indifferent state legislation, registration and movement of vehicles across interstate boundaries.

Australian tourism is also being affected, as motorists who travel from their home state with legal modifications, are being defected by overzealous enforcement agencies when they cross a state border, and their vehicles don't meet the requirements of the jurisdiction they are traveling in. If a vehicle is legally modified and meets compliance in its home state, then it should technically be allowed to travel through all states unhindered, however we are aware enforcement agencies are defecting vehicles in this instance.⁹⁰⁶

CW4x4 also commented on this issue, advising:

... national guidelines for vehicle registration were accepted by all states and then modified so we again do not have continuity bid registration. The recent police blitz on four wheel drive vehicles statewide has had a definite [sic] negative effect on tourism as many people travel to the islands, the Cape or the outback to enjoy our hobby.⁹⁰⁷

However, AAAA advised:

... in 2018 we had a major issue, particularly in Queensland because the regulations in Queensland and New South Wales were at variance and many drivers who cross state boundaries were concerned about that. I am pleased to inform the committee that over the past two years we have enjoyed a much more consultative relationship with Queensland Transport.

We are the ones who design and develop these products and we have the product engineers. We like a collaborative approach where we can sit opposite the engineers. We think we are part of the solution, not part of the problem. We also want to see safe vehicles on the road. We are also interested in ensuring that modifications do not render a vehicle unsafe. In the past two years we have seen a different relationship and I think that has been highly beneficial. In fact, some of the suspension and gross vehicle mass upgrade regulations in Queensland are now some of the best in the country.⁹⁰⁸

⁹⁰⁵ Submission 49, p 2.

⁹⁰⁶ Submission 49, p 2.

⁹⁰⁷ Submission 57, p 2.

⁹⁰⁸ Public hearing transcript, Brisbane, 3 March 2020, p 8.

DTMR advised:

... The Queensland Government, along with other States and Territories, also has jurisdiction for light vehicle standards (a Gross Vehicle Mass of under 4.5 tonne) and light vehicle modifications of on-road vehicles after first being registered for road use. In contrast, the Federal Government has jurisdiction over vehicles supplied to the Australian market prior to first registration to ensure all vehicles in Australia comply with uniform vehicle standards when first supplied to the market. In Queensland, TMR performs this regulatory function.⁹⁰⁹

With regard to vehicle modifications, DTMR advised:

... owners sometimes modify their on-road vehicles for a range of reasons. This can include, for example, giving the vehicle a distinctive appearance, to improve their performance, to add desired features, change the engine (alternate or replacement engines), suspension, or to add a long-range fuel tank. Other owners modify their vehicles so that they are better suited to a specialised purpose (for instance, casual track days such as Time Attack events). Vehicle owners who wish to modify vehicles used on road need to follow the standards and guidelines that apply to the modification of vehicles.

Sometimes vehicle modifications can be carried out by the vehicle owner (known as Minor Modifications), other times they require certification under published Codes of Practice by an industry based Approved Person who is accredited by TMR, and finally complex / unusual modifications may require approval by TMR.

The Land Transport and Safety Branch, within TMR, provides advice to members of the public and industry who are modifying their vehicles to ensure the modifications are compliant with ADRs and the Vehicle Standards. This includes many types of enthusiasts, such as those looking to modify their four-wheel drive to allow them to carry additional mass or to lift the height of their vehicles for increased clearance off-road.⁹¹⁰

11.2 Recreational vehicles (ATVs and SSVs)

In its FCAI 2016 Report, the FCAI stated:

One in five of the vehicles sold in Australia that are classed as “motorcycles” are All-Terrain Vehicles (ATVs) or Side by Side Vehicles (SSVs). Almost all of these are four-wheeled vehicles which are mainly used commercially and on rural properties.⁹¹¹

The committee notes that much of the evidence regarding quad bike safety relates to on-farm safety. However, the committee considers that this issue can equally apply to motor recreational users of quad bikes, ATVs and SSVs.

The committee sought comment from the department on this issue:

There has been ongoing debate on this issue. I can remember it originally coming up around about 2013, maybe 2012. I went to the inquiry back then into the issue, from memory. I do not know what you do when a group of manufacturers decides they do not want to comply with something that we have determined is needed nationally and then decides to leave the market. This is a difficult situation, and I doubt it is something that an individual state can deal with. It really requires the states and national government to work together to find a way to make this happen.⁹¹²

⁹⁰⁹ Submission 48, p 7.

⁹¹⁰ Submission 48, p 7.

⁹¹¹ Federal Chamber of Automotive Industries, *Motorcycling in Australia Directions for the Motorcycle Industry 2017–2020*, November 2016, p 2.

⁹¹² Public hearing transcript, Brisbane, 15 June 2020, p 11.

However, the department noted:

... what we have seen anecdotally is that the market and manufacturers have changed their approach quite significantly to the types of vehicles used for recreation or farming purposes.

You would probably be aware that most of the manufacturers now provide products that are known as side-by-side vehicles. They are the type of off-road vehicles that are used that already come equipped with things like proper seating, seatbelts, rollover protection and so forth. In many cases they have ute backs on them for agricultural purposes. Sales of those types of licence over the last five years or so have increased significantly. The anecdotal feedback we tend to get from industry is that they are the preferred approach for most people—not only for agriculture in some cases but also recreation, because the devices are now used in rally competitions and so forth as well in the extreme versions of them. What we have seen is quite a dramatic change in the industry over five or 10 years anyway, which in some respects I think has reduced the attraction of males to quad bikes as a device to be used. Ultimately, the Australian Design Rules are federally implemented and are put in place. Those manufacturers, as I understand it, will need to comply or remove those devices from the market if that is what they see fit to do.⁹¹³

11.2.1 Safety investigations

In November 2017, the Australian Competition and Consumer Commission (ACCC) released a ‘Quad Bike Safety Issues Paper’. The ACCC commenced a safety investigation into quad bikes for the purpose of determining whether to recommend to the relevant Commonwealth Minister that a safety standard for quad bikes should be made under Australian Consumer Law (ACL).⁹¹⁴

The issues paper noted that:

In Australia, a total of 22,834 quad bikes were sold in 2016. The number of quad bikes in operation in Australia is estimated to be around 380,000. In 2015, the Australian quad bike market by application was:

- *Sports: AUD\$71.9 million or 29.4%*
- *Entertainment: AUD\$58.4 million or 23.9%*
- *Agriculture: AUD\$35.3 million or 14.4%*
- *Military & defence: AUD\$18 million or 7.4%*
- *Forestry: AUD\$14.2 million or 5.8%*
- *Others: AUD\$46.6 million or 19.1%*
- *Total: AUD\$244.4 million.*

Quad bikes are heavily utilised in Australian forestry and agricultural industries. In 2015 forestry and agriculture accounted for a total of 20.2 percent of all quad bike sales in Australia. Farmers rely on quad bikes for weed spraying, mustering and to check stock and fences. For many farmers, quad bikes are affordable and indispensable equipment that are used almost every day.

Quad bikes are also becoming increasingly popular in recreational and sporting settings and are used as a means to experience the outdoors, for hobby riding and for racing. In 2015 recreation and sport accounted for a total of 53.3% of all quad bike sales in Australia.

⁹¹³ Public hearing transcript, Brisbane, 15 June 2020, p 11.

⁹¹⁴ Australian Competition and Consumer Commission, *Quad Bike Safety Issues Paper*, November 2017, p 8.

*Globally, the recreation sector is anticipated to be one of the leading market growth sectors, as quad bikes are increasingly rented for activities such as off-roading, eco-tourism, safari operations and adventures. The increasing popularity of quad bikes among families, including children, is expected to further propel market growth.*⁹¹⁵

The issues paper also identified that quad bike deaths had been the subject of coronial inquests into deaths arising for quad bike or SSV use in both Australia and New Zealand.⁹¹⁶

In February 2019, the ACCC published its final recommendation to the Minister. The ACCC recommended:

Within 12 months

- *All quad bikes must meet the specified requirements of the US quad bike Standard, ANSI/SVIA 1-2017 or the EN 15997:2011 Standard.*
- *All quad bikes must be tested for lateral static stability using a tilt table test and display the angle at which it tips on to two wheels on a hang tag at the point of sale.*
- *All quad bikes must have a durable label affixed, visible and legible when the quad bike is in operation, alerting the operator to the risk of rollover and must include rollover safety information in the owner's manual.*

Within 24 months

- *All general-use model quad bikes must be fitted with, or have integrated into the design, an operator protection device.*
- *All general-use model quad bikes must meet the minimum stability requirements of:*
 1. *Lateral stability – a minimum TTR of 0.55*
 2. *Front and rear longitudinal pitch stability – a minimum TTR of 0.8.*⁹¹⁷

The ACCC noted:

*While there has been significant investment in quad bike education campaigns and rebates from the Commonwealth, state and territory governments and industry, fatalities and injuries continue to occur at rates that do not meet community expectations of safety.*⁹¹⁸

In addressing the problem, the ACCC stated:

Government action may be justified where the market fails to provide the most efficient and effective solution to a problem. The design of quad bikes is deficient—their performance characteristics in certain reasonably foreseeable uses and misuses is inadequate.

*Without government action, individual manufacturers are unlikely to redesign quad bikes to improve safety or to provide enhanced information about their safety performance. It is also likely that in the absence of government action, fatalities and injuries associated with quad bikes will continue at the same frequency, costing the Australian economy over \$200 million per year.*⁹¹⁹

⁹¹⁵ Australian Competition and Consumer Commission, *Quad Bike Safety Issues Paper*, November 2017, p 11.

⁹¹⁶ Australian Competition and Consumer Commission, *Quad Bike Safety Issues Paper*, November 2017, p 18.

⁹¹⁷ Australian Competition and Consumer Commission, *Quad Bike Safety Final Recommendation to the Minister*, February 2019, p 2.

⁹¹⁸ Australian Competition and Consumer Commission, *Quad Bike Safety Final Recommendation to the Minister*, February 2019, p 3.

⁹¹⁹ Australian Competition and Consumer Commission, *Quad Bike Safety Final Recommendation to the Minister*, February 2019, p 4.

In October 2019, the Commonwealth Government announced its decision to improve the ‘safety of quad bikes by introducing a new safety standard’. The safety standard complied with the ACCC’s recommendations.⁹²⁰

The Consumer Goods (Quad Bikes) Safety Standard 2019 (Cwlth) came into effect on 11 October 2019. The safety standard requires:

All quad bikes — within 12 months

On and after 11 October 2020, all quad bikes are required to:

- *meet the specified requirements of the US standard for quad bikes, ANSI/SVIA 1-2017, or the European standard for quad bikes, EN 15997:2011*
- *have a rollover warning label fixed so that when the quad bike is used, it will be clearly visible and legible*
- *provide information in the owner’s manual or information handbook on the risk of rollover*
- *be tested for lateral static stability, and display the angle at which the quad bike tips on to two wheels on a hang tag at the point of sale.*

General use quad bikes — within 24 months

On and after 11 October 2021, general use quad bikes are required to meet the minimum stability requirements of:

- *lateral roll stability — a minimum Tilt Table Ratio (TTR) of 0.55 (must not tip on to two wheels on a slope less than 28.81 degrees)*
- *front and rear longitudinal pitch stability — a minimum TTR of 0.8 (must not tip on to two wheels on a slope less than 38.65 degrees)*

The quad bike must also be fitted with an operator protection device (OPD) or have one integrated into its design.⁹²¹

In relation to OPDs, Product Safety Australia states:

OPDs are designed to hold the quad bike off the ground if the quad bike rolls over to help prevent serious injury or fatality to the user as a result of being crushed or pinned by the weight of the quad bike.

...

Product safety standards may be based on relevant voluntary standards, where one exists, published by approved standards making bodies such as Standards Australia. However, at the time this standard commenced there was no voluntary standard for OPDs for quad bikes published by Standards Australia.

The requirements for OPDs begin 2 years after the standard commences.⁹²²

⁹²⁰ The Hon Michael Sukkar MP, ‘Media releases’, <https://ministers.treasury.gov.au/ministers/michael-sukkar-2019/media-releases/new-quad-bike-standard-save-lives>.

⁹²¹ Product Safety Australia, ‘Quad bikes’, <https://www.productsafety.gov.au/standards/quad-bikes>.

⁹²² Product Safety Australia, ‘Operator protection devices (OPDs)’, <https://www.productsafety.gov.au/products/transport/quad-bikes/operator-protection-devices-opds>.

11.2.2 Statistics – quad bike fatalities

Safe Work Australia provides the following summary in relation to quad bike fatalities between 2011 and 2018:

- *More than one third (38%) of quad bike fatalities occurred on terrain where an incline was noted by investigators (49 out of 128 fatalities)*
- *Over half (55%) of quad bike fatalities occurred on uneven ground*
- *Over half (60%) of quad bike fatalities involved rollovers (77), with 51 non-rollovers (collision/thrown from the quad/other)*
- *A potential weight imbalance (e.g. through carrying spray tanks, cargo, passengers, towing heavy trailers) was noted for over one third (36%) of quad bike fatalities (46 fatalities)*
- *In 10% (13) of quad bike fatalities the rider was wearing a helmet, 58% (73) were not wearing a helmet and in 33% of fatalities it was unknown if a helmet had been worn or not*
- *49% (63) of the quad bike fatalities occurred while the deceased was riding while not working, 49% (62) occurred when deceased was working*
- *Over three-quarters 84% (108) of the quad bike fatalities were males. Of the 20 females who have died, over half (55%) rode an imbalanced quad bike*
- *Children under the age of 16 were involved in 14% (18) of the fatal incidents*
- *None of the 128 fatalities mentioned any form of rollover protection on the vehicle⁹²³*

The 2019 data included: eight deaths, including one in Queensland. Four were in non-working activities, three were undertaking work activities and one was unknown.⁹²⁴

The 2020 data (up to 13 August 2020) included: 14 deaths, including seven in Queensland. Five were in non-working activities, four were undertaking work activities and five were unknown activities.⁹²⁵

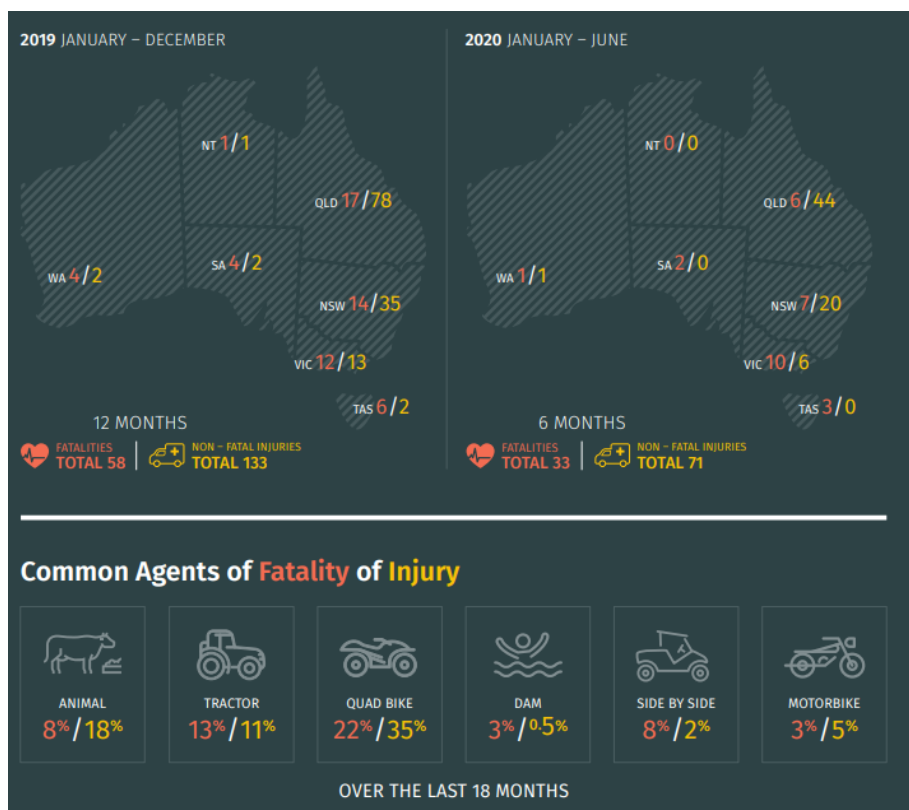
In July 2020, Farmsafe Australia (Farmsafe) released its 'Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report' (Farmsafe Report).

⁹²³ Work Safe Australia, 'Quad bike fatality data', <https://www.safeworkaustralia.gov.au/quad-bike-fatality-data#2011>.

⁹²⁴ Work Safe Australia, 'Quad bike fatality data', <https://www.safeworkaustralia.gov.au/quad-bike-fatality-data#2011>.

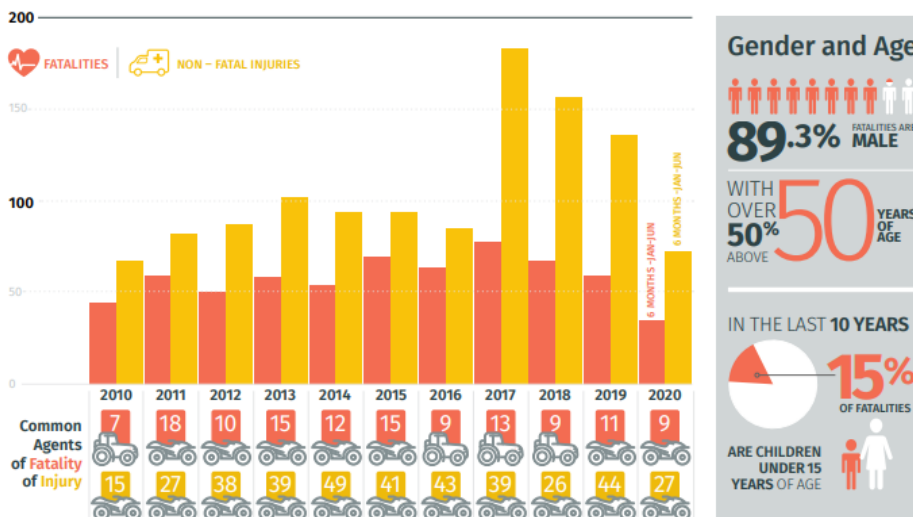
⁹²⁵ Work Safe Australia, 'Quad bike fatality data', <https://www.safeworkaustralia.gov.au/quad-bike-fatality-data#2011>.

The Farmsafe Report provides the following statistics:



Source: Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 4.

10 Year Comparison



Source: Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 5.

11.2.3 Advocates for reform

In July 2020, the President of the Rural Doctors Association of Australia (RDAA) made a statement supporting the fitting of OPDs on the basis that the devices ‘save lives’. The RDAA stated:

Just because there are some manufacturers having a tantrum because we don't want Australians to die on their bikes, is no reason to compromise on the new requirements.

...

This standard was based on the best available science, medical advice and the considered recommendations of the ACCC and was backed by the National Farmers Federation, Australian Medical Association, Royal College of Surgeons, Rural Doctors Association of Australia, Royal Flying Doctor Service, National Rural Health Alliance, National Rural Women's Coalition, Country Women's Association of Australia, and the Australian Workers Union, amongst others.⁹²⁶

Farmsafe advocates for quad bike safety reform including mandatory crush protection devices ‘due to the alarming rate of injury and fatalities that were occurring on farm’. The report notes that:

In the first six months of 2020 we have already seen 9 quad bike deaths in Australia. That is a significant rise from 2019 when there were 11 in the entire 12 months.⁹²⁷

The Chair of Farmsafe, Charles Armstrong, notes that there are ‘strong opinions against our position’; however, he states:

When rollover protection became mandatory on tractors in 1982, there were similar arguments made against the legislation. Since that time, there has been over a 70% decline in roll over fatalities.

I am genuinely saddened by the companies threatening to pull out of the Australian market due to the impending legislation and it is alarming that the wellbeing of their customers is not sufficient motivation for change.

Requiring retailers to sell safer bikes will mean that the farmers using the bikes are less liable to be prosecuted by WHS regulators. It shifts the regulatory burden from farmers to the manufacturers, where it ultimately belongs.⁹²⁸

The Farmsafe Report states:

There has been significant money spent by Federal and State governments on education and awareness campaigns as well as rebate schemes for helmets and training and yet, quad bike injuries and fatalities are still capturing all the headlines.

With the campaigns seemingly not having much effect on behaviour change, safety best practice stipulates that engineering controls are the most effective risk minimisation strategy where a risk cannot be eliminated, substituted or isolated. OPDs and the minimum stability requirements are engineered controls and the best chance that we have at addressing the inherent risks attributed to the design of quad bikes.⁹²⁹

⁹²⁶ Rural Doctors Association of Australia, ‘News’, <https://www.rdaa.com.au/news/who-cares-if-people-die-on-quad-bikes-anyway-we-do>.

⁹²⁷ Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 2.

⁹²⁸ Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 2.

⁹²⁹ Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 5.

The Farmsafe Report identified the following four 'fatal flaws of the cultural belief system in relation to quad bike safety':

- *If efficiency gains are being prioritise over safe work practices, then risky behaviour will increase when pressure increases. That's a deadly combination on a farm where time is money.*
- *If the general attitude is that accidents are just bad luck and farmers won't change their behaviours until someone they know is either dead or seriously injured, we will continue to see high fatality and injury rates trending.*
- *If we are too worried about offending our contractors by asking them to wear helmets or adhere to a specific speed limit, then we need to better communicate what it means to look out for our mates.*
- *If we do not draw a firm line between work and recreation with on-farm tools such as quads, we will continue to see high numbers of accidents involving children on farm.⁹³⁰*

11.2.4 Advocates against reform

Motorcycling Australia provided the committee with background on the opposing stance taken by motorcycle manufacturers to the legislated requirement that rollover protection be fitted on four wheeled motorcycles:

It is a major issue. The manufacturers have withdrawn from the Australian market. It is specific to the Australian market and it is in relation to, essentially, product liability of having to fit aftermarket rollover protection devices to their products which they are not designed to have. It came to a stalemate. The manufacturers did threaten to pull out. Ultimately the government called their bluff and the manufacturers are withdrawing. My contact with the manufacturers is that they will be reducing their stock over the coming 12 to 18 months, and I believe somewhere towards the end of 2021 they will no longer be able to be sold in Australia without rollover protection. I do not see that turning around anytime soon.⁹³¹

In July 2019, Honda and Yamaha disputed the safety benefits of rollover protection arguing that user behaviour determines the safety of quad bike use and threatened to withdraw their products from the Australian market if the government mandated the OPD requirements.⁹³²

Yamaha Motor Australia stated:

The science behind the draft is both faulty and selective. Yamaha Motor Australia has advised the ACCC that behaviour is easily the biggest contributing factor to ATV safety. We pointed out that three successive coronial inquiries have concluded that enforced behavioural standards rather than product modification are the solution. And that our industry is actively trying to change behavioural attitudes and would greatly appreciate support in achieving this.⁹³³

⁹³⁰ Farmsafe Australia, *Safer Farms 2020 – Agricultural Injury and Fatality – Trend Report*, July 2020, p 7.

⁹³¹ Public hearing transcript, Brisbane, 18 May 2020, p 9.

⁹³² Farmonline National, 'News', <https://www.farmonline.com.au/story/6255591/we-wont-be-bullied-in-australia-nff-lashes-quad-bike-companies/>.

⁹³³ Farmonline National, 'News', <https://www.farmonline.com.au/story/6103016/honda-and-yamaha-threaten-to-pull-out-of-australia/>.

The FCAI disputed some of the statistics provided in the Farmsafe Report:

1. *The Farmsafe report states that ATVs are the most common vehicles involved in agricultural fatalities.*

This is not true. Data obtained from SafeWork Australia (SWA) shows that during farm work activities from 2003 to 2019, tractor fatalities far exceeded ATV fatalities. Tractor fatalities totalled 145, ATV fatalities totalled 83.

A significant area of concern is the recreational use of ATVs on farms. According to SWA's 'Quad Watch' 2011 to 2019 data, more than 50 per cent of ATV fatalities on farms occurred during recreational use. ATV work related fatalities totalled 64, non-work-related fatalities totalled 69.

There are also further contributing factors to ATV fatalities and these include:

- *The age of riders. Of the 69 non-work fatalities, 18 were children under 16 years of age (26 per cent) riding on adult sized ATVs.*
- *Helmets are considered the most beneficial safety device for ATVs. For work related fatalities (where helmet use was recorded), only one of 30 riders was wearing a helmet. For the non-work-related fatalities (where helmet use was recorded), only five of 34 fatalities (14.7 per cent) were wearing helmets.*
- *Passengers on single seat ATVs. Five of the 18 child fatalities were passengers on single seat ATVs*

2. *Farmsafe has compared tractor Roll Over Protection Systems (ROPS) to ATV Crush Protective Devices (CPDs).*

ROPS are only effective when the driver is seat-belted into one position so that they do not fall outside of the ROPS protection zone.

ATVs require active riding which means the rider cannot wear a seatbelt. If a rider falls from the ATV, they may fall in a spot where the CPD provides no protection. Instead, they may be struck by the CPD.

3. *The ACCC and Farmsafe maintain CPDs are a valid safety device.*

Both international simulation studies and a University of NSW (UNSW) survey of ATV users show CPDs provide no overall safety benefit in a rollover. In fact, they may increase the risk of serious injury.

4. *Farmsafe and the ACCC report that CPDs are required to be fitted to ATVs in Israel.*

No other market in the world – including Israel, which has erroneously been reported as applying the same ruling – currently mandates the fitment of CPDs.

5. *ACCC states that there have not been any fatalities or serious injuries where a CPD was fitted.*

While only a very small proportion of Australian ATVs are fitted with a CPD, there has been at least one fatality, and a University of NSW study reported a slightly higher rate of serious injury in roll-overs where a CPD was fitted.

Summary

The main ATV distributors - Honda, Yamaha, Suzuki, Kawasaki, Polaris and BRP - are leaving the Australian market rather than fit CPD devices which science and real world experience shows do not provide a net safety benefit.⁹³⁴

In relation to the requirement to fit rollover protective devices to quad bikes, the FCAI advised the committee:

Our members and the manufacturers have long argued that that device is inappropriate and, at best, will save as many lives as it harms. The result of that is that our manufacturers will withdraw this product from the market. They will not have the roll bars fitted to them and, as a result, again an industry that is already struggling, particularly in rural and regional areas, will suffer even more as a result of the dealers not being able to retail the quad bikes to farmers. The other component of that is that farmers and people who use quad bikes may well be moved on to an inappropriate product such as a side-by-side vehicle.⁹³⁵

In regard to safety for ATVs and SSVs, FCAI noted that the culture of wearing PPE, including helmets, needs to include ATVs and SSVs. FCAI noted:

In Queensland, wearing of PPE is slightly compromised by the climate. By necessity, PPE is sturdy, and often heavy, and therefore does not allow for the wearer to be adequately cooled in warmer and more humid conditions. The operators of any activities associated with motorcycles and ATVs/SSVs, must be encouraged to provide the PPE for the users, and then insist that it is worn by the riders under their supervision. The correct, modern, well designed PPE, made using the latest technology in materials should be used, offering both protection, and the benefits of being lighter in weight and more breathable in terms of air flow and cooling ability.⁹³⁶

Committee comment

The committee agrees that user behaviour determines the safety of quad bike users. However, attempts to change user behaviours over the last decade has not resulted in a reduction in deaths and injuries caused by quad bike rollovers.

The standards recommended by the ACCC were the subject of extensive consultation and have the support of a majority of industry bodies including the National Farmers Federation (NFF), Australian Medical Association (AMA) and the RDAA amongst others.

The committee is of the view that user safety is of paramount importance and considers it unfortunate that quad bike manufacturers have taken the stance they have in withdrawing from the Australian market rather than proactively seeking an acceptable solution. The impact of this decision will impact on both recreational and rural users and in particular on motor cycle dealers.

⁹³⁴ Federal Chamber of Automotive Industries, 'News', <http://www.fc.ai.com.au/news/index/view/news/653>.

⁹³⁵ Public hearing transcript, Brisbane, 3 March 2020, pp 10-11.

⁹³⁶ Submission 35, p 5.

Appendix A – Submitters

Sub #	Submitter
001	Jai Smith
002	Confidential
003	Paul O’loughlin
004	Ramon Felstead
005	Roma Historical Motor Club Inc
006	Ducati Owners Club of Queensland Inc
007	Roadrunner Car Club Inc.
008	Gold Coast and Tweed Motor Sporting Club Inc.
009	Austin Motor Vehicle Club of Qld (Inc)
010	All Classic Motor Club CQ Inc
011	Mustang Owners Club Queensland
012	Malcolm McLaren
013	Greg Broderick
014	Triumph Sports Owners Association (Queensland) Inc.
015	Peter G Dever
016	Northern Motoring Club Inc
017	Nick Spriggs
018	Vintage Chevrolet Association of Queensland
019	Gold Coast MG Car Club Inc
020	David James
021	Roma and District Aeromodelling Club Inc
022	Recreation And Competitive Event Resources & Services Pty Ltd
023	Kustoms of Australia, Gold Coast Inc
024	Emerald Motorsport Association Inc
025	Heritage Truck Association Australia Inc
026	The Veteran Car Club of Australia (Queensland) Inc

027	Kingaroy Aero Modellers' Society Inc
028	Historic Racing Car Club (Qld) Inc
029	Queensland Early Motorcycle Sports Club Incorporated
030	Queensland Historic Motoring Council Inc
031	Citroën Car Club of Qld Inc
032	Australian Automotive Aftermarket Association
033	Douglas Crossman
034	Qld Motorsport Museum
035	Federal Chamber of Automotive Industries
036	Westfield Car Club of Qld Inc
037	Brisbane Sporting Car Club Limited
038	Confederation of Australian Motor Sport Limited
039	MG Car Club of Queensland Inc
040	Nick Dametto MP, Member for Hinchinbrook
041	Australian Institute for Motor Sport Safety Ltd
042	Speedway Australia
043	DriveIT NQ Limited
044	Australian Historic Vehicle Interest Group
045	Queensland Superkart Club Inc.
046	Australian Karting Association Qld Inc trading as Karting Queensland
047	The All American Car Club of Cairns Inc
048	Department of Transport and Main Roads
049	Four Wheel Drive Queensland
050	Lancia Club Queensland Inc
051	Queensland Moto Park
052	Whitsunday Sporting Car Club
053	Australian Dirt Bike Adventures
054	Chris Malone

- 055 Motorcycling Queensland
- 056 Aaron Harper MP, Member for Thuringowa
- 057 Central West Queensland 4x4 Inc.
- 058 Kingston Park Raceway
- 059 Model Aeronautical Association of Queensland Incorporated
- 060 Confidential
- 061 Central Queensland Chevrolet Club Inc

Appendix B – Witnesses at public hearings

Witnesses at public hearings – 17 February 2020

Roadrunner Car Club Inc

- Mr Graeme Adams, Vice President
- Mr Jack Connolly, Treasurer

Triumph Sports Owners Association (Queensland)

- Mr Frank Jacobson, Vice President

Gold Coast and Tweed Motorsporting Club Inc

- Mr John Jones
- Mr Garry Reid

Northern Motoring Club Inc

- Mr Bill Parry

MG Car Club of Queensland Inc

- Mr Malcolm Spiden, Honorary Secretary

Brisbane Sporting Car Club

- Mr Paul Woodward, President

Recreation And Competitive Event Resources & Services Pty Ltd

- Mr John Tetley, Chief Executive Officer
- Mr Terence O'Neil, General Manager

Witnesses at public hearings – 3 March 2020

The Veteran Car Club of Australia (Queensland) Inc

- Mr Peter Arnold, President

Heritage Truck Association Australia Inc

- Mr John Dodd, Vice President

Queensland Historic Motoring Council Inc

- Mr Rod Graydon, Transport and Main Roads Liaison

Vintage Chevrolet Association of Queensland

- Mr Craig Williams, Vice President
- Mr Noel Kitchener, Events Coordinator

Historic Racing Car Club (Qld) Inc

- Dr Christopher Robertson, Vice President
- Mr Ian Welsh, Member

Individuals in private capacity

- Mr Malcolm McLaren

Federal Chamber of Automotive Industries

- Mr Rhys Griffiths

Australian Automotive Aftermarket Association

- Ms Lesley Yates, Director, Government Relations and Advocacy

Australian Historic Vehicle Interest Group

- Mr Douglas Young, Chair

Motorsport Australia

- Mr Eugene Arocca, Chief Executive Officer

Witnesses at public hearings – 16 March 2020

Qld Motorsport Museum

- Mr Ian Bone, Owner

Archerfield Speedway

- Mr John Kelly, Promoter
- Mrs Kathy Kelly, Co-promoter

Speedway Australia

- Mr Tim Savell, General Manager

Kingaroy Aero Modellers' Society

- Mr John Box, President and Secretary

Roma and District Aeromodelling Club Inc

- Mr Ken Dawes, Secretary

Model Aeronautical Association of Queensland Incorporated

- Mr Michael Hobson, President
- Mr Greg Petherick, Secretary
- Dr Dawid Preller, Member

Four Wheel Drive Queensland

- Mr Shane Rose, President
- Mr Miles Brennan, Vehicle Modifications Representative

Central West Queensland 4x4 Club Inc

- Mr Charles Loch, President

Witnesses at public hearings – 18 May 2020

Queensland Superkart Club Inc

- Mr Roger Amiss, Treasurer

Karting Queensland

- Mr Shaune English, State Technical Adviser

Kingston Park Raceway

- Mr Terry Skene, Managing Director

Queensland Moto Park and Australian Dirt Bike Adventures

- Mr Ray Buchanan, Manager and Organiser

Motorcycling Australia

- Mr Peter Doyle, Chief Executive Officer

Queensland Early Motorcycle Sports Club Incorporated

- Mr Ian Milton, Vice President

Motorcycling Queensland

- Mr Kim Rowcliffe, General Manager

Witnesses at public hearings – 15 June 2020

Australian Institute for Motor Sport Safety

- Mr Garry Connelly, Chair

Department of Transport and Main Roads

- Mr Mike Stapleton, Deputy Director-General, Customer Services, Safety and Regulation
- Mr Andrew Mahon, General Manager, Land Transport Safety and Regulation
- Mr Nigel Ellis, Executive Director, Legislation Standards and Accreditation