National Tourism Planning Guide
A best practice approach
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A best practice approach
From the Minister

As Chair of the Tourism Ministers’ Council, I write on behalf of the Tourism Ministers’ Council to recommend to you for implementation the attached National Tourism Planning Guide. The Guide was developed by Urbis under contract to the Tourism & Transport Forum. It was funded by the Australian Government under TQUAL Grants.

Urbis undertook wide consultation with planning authorities. A key finding was that planning authorities face challenges in understanding and engaging with the tourism industry, and in accessing up to date data on the industry.

The Guide provides a resource to assist planners in understanding issues affecting tourism development proposals, and in supporting effective working relationships between planners and the tourism industry. The Guide provides practical advice to assist planners in their consideration of tourism development. This includes:

- an overview of the tourism industry;
- mechanisms to engage with the tourism industry, and collect and interpret data;
- methods to reflect tourism characteristics in state and regional planning policy;
- tourism land use definitions; and
- a policy-maker checklist.

Widespread adoption and use of the Guide is expected to assist planners in streamlining development application processes, encourage greater compliance with planning provisions at earlier stages, and overall help reduce the time and cost of administering planning processes. This is also expected to benefit the tourism industry through reduced costs, which will act as an incentive for investment in tourism supply. Such benefits will flow-on to the broader economy. The Tourism Ministers’ Council plans to evaluate the take-up and impact of this report in twelve months.

The Tourism Ministers’ Council is keen to see the Guide successfully implemented as a key focus of the National Long-Term Tourism Strategy in enhancing the supply of tourism products in Australia in an increasingly competitive global market. The Strategy sets out a plan to reform the industry in Australia in the key supply side areas such as investment, labour and skills and product quality. Implementation of practical measures, like those represented by this Guide, is crucial to the success of the Strategy.

On behalf of the Tourism Ministers’ Council I commend the Guide to you.

Martin Ferguson AM MP
Minister for Tourism
## Contents

1.0 Context  
1.1 Defining Tourism  
1.2 Why Is Tourism Special?  
1.3 Policy Engagement  
1.4 The National Tourism Planning Guide Initiative  
1.5 Background to this Document  
1.6 The Key Challenges  

2.0 The National Tourism Planning Guide  
2.1 The Purpose of the National Tourism Planning Guide  
2.2 A Responsive Approach  
2.3 A Hierarchy of Responses  

3.0 The Plan Making Process  
3.1 Engaging with the Tourism Industry  
3.2 Information Collection and Interpretation  
3.3 Supporting Institutional Arrangements  
3.4 Formulating Clear Guidance  

4.0 Formulating State and Regional Planning Responses  
4.1 Responding to Key Tourism Characteristics  
4.2 Establishing Appropriate Tourism Policies  
4.3 Recognising the Tourism Setting  
4.4 Influencing Matters of State and Regional Significance  

5.0 Formulating Local Planning Responses  
5.1 The Strategic Planning Approach  
5.2 Development Control Approach  
5.3 Incentivising Tourism Development  

6.0 A Checklist Approach  

7.0 Next Steps  

Annex 1 Tourist Land Use Definitions  

Annex 2 Zoning Tables  

Annex 3a Policy Maker Checklist  
1. Liaise with key tourism stakeholders  
2. Know the role of tourism in your region  
3. Develop policy that meets tourism needs  

Annex 3b Development Assessment Checklist
1.0 Context

1.1 Defining Tourism

Tourism is the activity generated by visitors travelling to and staying in places outside their usual environment for leisure, business and other purposes.

By definition, the ‘tourism activity’ stretches across multiple industries and ancillary services and further encompasses the visitor journey both to and within a destination.

The concept of the tourism product with regard to land use can be grouped into three distinct categories, as follows:

- **Short-Term Accommodation**: Broadly relating to a building or place that provides for the short term accommodation of tourists and visitors on a commercial basis.
- **Tourist Facilities**: Meaning those buildings or places that accommodate (for example) entertainment, recreation, function, information and cultural activities recognising that these facilities may at times serve the broader community.
- **Other Ancillary Services**: Typically involving food and beverage, retail, commercial and other integrated services that are generally used by visitors and residents alike.

These categories contain a range of widely accepted land use activities that further shape and define the tourism product.

Although these land use activities are, for the most part, inextricably linked to the tourism product, many share a nexus with the wider community in which they are located and are often utilised for purposes that are not explicitly tourism-related.

1.2 Why Is Tourism Special?

When visitors are outside their usual environment, they purchase a wide range of goods and services. This visitor expenditure adds external income across the general economy of an area, particularly in labour intensive services. Tourism is thus an export earner and job creator.

Across Australia, tourism is a $92 billion industry generating 4.6% of total employment (486,000 people) and around 8.3% of export earnings ($23.5 million).

Strategic planning can assist tourism to create these economic, employment and export outcomes for an area. Tourism warrants a specific planning focus because:

- Tourism is a highly labour intensive land use;
- Tourism has a strong ‘spillover effect’ into the general economy of an area;
- Tourism can create economic value from the environmental and social value inherent in an area, and
- There is market failure to adequately invest in tourism to maximise these economic outcomes for an area.

**Economic benefits of tourism**

Short-term accommodation is essential for tourism to occur. However, short-term accommodation receives less than 30 per cent of visitor expenditure. The balance of visitor expenditure spills over into transport, food services and retail (Table 1). For every dollar of accommodation, from $2.50 to $3.50 is spent in other sectors (International and National Visitor Surveys, Tourism Research Australia, 2009).

**Table 1: Visitor Expenditure per Trip**

<table>
<thead>
<tr>
<th>Overnight Visitors</th>
<th>Domestic Overnight</th>
<th>International Visitors</th>
<th>Total Overnight</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expenditure on Accommodation</td>
<td>$214</td>
<td>$555</td>
<td>$239</td>
</tr>
<tr>
<td>Expenditure Beyond Accommodation</td>
<td>$557</td>
<td>$1912</td>
<td>$2467</td>
</tr>
<tr>
<td>Total Expenditure</td>
<td>$772</td>
<td>$2467</td>
<td>$2467</td>
</tr>
<tr>
<td>% Spent Outside Accommodation</td>
<td>72.2</td>
<td>77.5</td>
<td>73.2</td>
</tr>
</tbody>
</table>

**Employment benefits of tourism**

From an employment land perspective, short-term accommodation is a highly labour-intensive land use (Table 2). On average, every 10 rooms in an accommodation establishment create an ongoing 4.9 jobs in the establishment. The ‘spillover effect’ of expenditure from the visitors staying in these 10 rooms also creates another 13.4 jobs in the general economy. On average, therefore, 10 rooms create of 18.2 jobs. Some types of accommodation are more labour intensive than others and attract higher spending visitors, therefore creating more jobs (based on ABS Survey of Tourist Accommodation, 2009).

**Table 2: Employment Area per Accommodation Rooms**

<table>
<thead>
<tr>
<th>Accommodation Type</th>
<th>Jobs in the Accommodation</th>
<th>Jobs Beyond the Accommodation</th>
<th>Total Jobs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hotels</td>
<td>7.9</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>Motels</td>
<td>3.2</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>Serviced Apartments</td>
<td>2.9</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>Average</td>
<td>4.9</td>
<td>13.4</td>
<td>18.2</td>
</tr>
</tbody>
</table>
‘Spillover effect’ and market failure
Private investment in tourism is discouraged by the higher return on investment from competing land uses, such as residential or commercial office development. For example, the income returns for 1,000 sq.m floor space in the Brisbane CBD are more than three times higher for commercial use than hotel use (Table 3).

Table 3: Brisbane CBD Property Returns per 1,000 m² floor

<table>
<thead>
<tr>
<th>Property Asset Class</th>
<th>Annual Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hotel (120 rooms)</td>
<td>$182,000</td>
</tr>
<tr>
<td>Residential Units (12 one bedroom)</td>
<td>$216,000</td>
</tr>
<tr>
<td>Commercial (1,000 m²)</td>
<td>$600,000</td>
</tr>
</tbody>
</table>

Without active planning measures, the market will invest in competing land uses over tourism. Consequently, the positive ‘spillover effects’ of tourism will not be realised.

The spillover economic activity of tourism leads to market failure, because most of the benefits from the visitor expenditure are external to the investor. Rather than a single entity capturing these benefits, the gains accrue to a range of different businesses and add value to other industries and geographic locations. The ‘spillover effect’ means that without coordinated government action, investment in tourism accommodation and other tourism facilities may be discouraged.

According to the Perth Hotel Economic Impact Study (Access Economics, 2010), for example, potential accommodation development in CBD areas will on average capture only one-quarter of the additional tourism activity, including expenditure and jobs that the accommodation supports. It is argued that in cases where market failure due to ‘spillover effects’ is large, there is a prima facie case for government intervention. Government can underwrite the production of goods and services that generate social benefits, like tourism, not fully captured by private sector suppliers, by agreeing to provide the required incentives.

Active planning measures can address this market failure and provide incentives through zoning and development controls. More importantly, strategic land use planning can assist tourism to capture economic return-on-investment through coordination of interrelated land uses.

1.3 Policy Engagement
Traditionally, much of the policy engagement in tourism from both industry and government has focused on building the demand side of the industry and, in particular, on attracting international leisure visitors through advertising and marketing campaigns.

This is not to say that demand-side issues are not important and should not be considered. However, the conceptualisation of tourism as a demand-side industry has meant that government policy and industry participation have focused primarily on demand-side considerations.

It is the supply-side of tourism that requires substantial attention to ensure that the industry remains competitive, both within the context of international and domestic tourism and against other competitors for consumer’s discretionary expenditure.

It is therefore critical that the industry delivers the productive capacity that is necessary to meet future demand. Investment in tourism development and infrastructure – the ‘supply-side’ of the tourism equation – is pivotal to the task of developing destinations that are attractive, intelligently priced, welcoming, easily accessible and well supported.

In May 2008, the Australian government announced the development of the National Long-Term Tourism Strategy. This strategy recognises the importance of the supply-side of the industry and is directed at maximising the benefits of tourism to the Australian economy.

The strategy aims to ensure that the tourism industry can deliver an attractive and competitive tourism product, consistent with Australia’s comparative advantages and with the identified long-term trends in demand, to secure the nation’s position as a premium tourist destination.

Within this context, investors in tourism product have identified the planning and approval processes for tourism development as the key regulatory challenge ahead. The improvement of such mechanisms constitute the object of the present Guide.

1.4 The National Tourism Planning Guide Initiative
Navigating the complexities between Australia’s different planning systems is emerging as a key concern, as is the means by which the planning process across all levels of government currently recognises and incorporates the needs of the tourism industry.

This situation represents an intrinsic impediment to the supply of the tourism product which might stifle the industry’s potential if not effectively addressed.

In response to this challenge, Tourism & Transport Forum (TTF) has begun the National Tourism Planning Guide, with a grant under the Australian Government’s TQUAL Grants program.
The initiative is intended to support the delivery of a long-term and consistent platform that will foster the strategic alignment of planning policy across the nation, as it relates to tourism.

It aims to assist in achieving the goal of maximising the net economic benefits of tourism activity via an improved planning process. The initiative focuses primarily on the supply-side of the industry aiming to provide an approach which improves tourism quality, capacity and sustainability while realising local environmental, social and economic needs. It represents an opportunity to cultivate a paradigm shift in how industry and all levels of government engage on tourism.

1.5 Background to this Document

An initial undertaking was carried out with the intent to identify those recurring strategic challenges relevant to navigating the complexities of the planning and regulation process and the barriers they create to delivering the tourism product.

This body of work was founded on an examination of the existing planning frameworks across each state, targeted consultation exercises with key stakeholders and a supplementary review of a range of data, information and various studies made available by TTF.

The undertaking culminated in the preparation of the ‘Key Issues and Future Directions Report’ within which a series of high-order approaches were established to inform and advance the preparation of the ‘National Tourism Planning Guide’.

The ‘Key Issues and Future Directions Report’ forms a companion report that should be read in conjunction with this document.

1.6 The Key Challenges

The ‘Key Issues and Future Directions Report’ recognised that several major reforms are needed to reshape the tourism policy landscape (including the restructuring of the existing tax regime, methods of asset valuation and depreciation, labour resourcing and reforms to the Building Code of Australia).

The focus of the report and this document is, however, limited to those key recurring strategic challenges that are influenced by and can be best addressed through the planning framework via the formulation of effective planning responses.
2.1 The Purpose of the National Tourism Planning Guide

The planning system has a vital role to play in facilitating the development and improvement of tourism in appropriate locations.

This document entitled ‘The National Tourism Planning Guide’ (the Guide) builds upon the key findings and consultation outcomes of the ‘Key Issues and Future Directions Report’. It is primarily designed to:

- Ensure that planners understand the importance of tourism and take this fully into account when preparing plans and making planning decisions; and
- Ensure that planners and the tourism industry work together effectively to facilitate, promote and deliver new tourism developments in a sustainable way.

The Guide is geared towards the universal identification of a good practice approach to delivering the strategic alignment of plan-making, planning policy development and the approval process, as it relates to the supply-side of tourism.

It aims to remove barriers to advance the goal of maximising the benefits from the tourism activity whilst ensuring these benefits are achieved in the most suitable manner.

The Guide will provide the TTF with an advocacy document that is sufficiently robust to set the agenda for national reform.

2.2 A Responsive Approach

There is an inherent complexity in the Australian planning system. It is truly dynamic and the processes that characterise individual planning frameworks differ markedly from one location to the next.

Furthermore, the challenges faced by the tourism industry when attempting to navigate the complexities of the planning system are undoubtedly diverse in nature.

They span policy, regulatory and commercial considerations and their relevance also has the potential to vary considerably from one location to the next. It is therefore clear that a ‘one size fits all’ approach to planning for the supply-side of tourism cannot be achieved. Rather, an agile and flexible planning response is required. The Guide therefore outlines a robust methodology that effectively considers the significance of tourism within the planning framework.

It is a methodology that is intended to be applied to the plan-making, policy formulation and decision making process regardless of the planning landscape or particular challenges that are experienced within a given location.

2.3 A Hierarchy of Responses

The planning framework is hierarchical and the opportunity to pro-actively plan for the supply-side of tourism lies in the development of appropriate forward planning strategies, goals and objectives that are able to be supported by well conceived and logical regulative actions and controls (Refer to Figure 1 - see page over).

Within the hierarchy of the planning framework, the Guide outlines a methodology to address the supply-side of tourism through:

- **The plan-making process**: Developing a clear and consistent overarching framework (and necessary institutional arrangements) to guide coordinated plan-making, land use, development and regulatory processes across state, regional and local levels of government.
- **The formulation of State and Regional planning responses**: Determining aspirations, forward planning strategies, goals, objectives and regulatory measures that are required to be taken into account in plan-making, land use and regulatory processes to consistently address state and regional challenges and provide direction in formulating local planning responses.
- **The formulation of local planning responses**: Setting out the forward planning strategies, goals and objectives for urban growth and development at the city wide level and setting out appropriate land use planning controls and assessment processes to deliver these outcomes.

These components of the planning framework hierarchy are each addressed in the following sections of this document.
Planning for the supply side of tourism

Figure 1: Land Use Zoning Approaches
The Plan Making Process
Tourism is an important industry and the future supply of the tourism product will ultimately be secured by tourism developers engaging with the planning process and by those operating the planning system recognising its significance.

In the absence of a single unified national planning system, a state-based approach to planning for the supply-side of tourism is considered appropriate.

The planning framework within each state, however, is effectively a ‘plan-led’ system and the way state, regional and local plans are formulated will be effectively determined by each state.

To ensure that the state planning framework successfully addresses the supply-side of tourism - providing an effective means to make sound planning decisions - the plan-making process should:

- Foster and maintain a thorough dialogue with representatives of the tourism industry;
- Ensure that this dialogue helps to support a sound database on the characteristics and needs of tourism; and
- Use that data to ensure that those needs are met as best as possible.

3.1 Engaging with the Tourism Industry

Plan-making is a continuous process, and this needs to be reflected in the way that stakeholders are consulted and involved.

Plan-making bodies (and in particular state and local authorities) should develop constructive dialogues with key players in the tourism sector and build partnerships with those who have a role in the delivery of tourism strategies, schemes and programmes – such as the various State Tourism Organisations.

Above all, there must be constructive and effective engagement with the tourism industry to help ensure that plans are developed with the benefit of a realistic commercial perspective and that plans relate well to the aspirations of the industry – the key vehicle for delivering the tourism product.

Tourism operators, developers and State Tourism Organisations will be able to add significant value to the plan-making process by providing insight into:

- **Tourism markets, levels of demand and planned investment**: The plan-making process must be cognisant of the principal tourism activities in particular locations, whether these are growing or declining and if there are any specific types of tourism that the industry is expecting to expand;
- **Tourism revenues and broader economic impacts**: The plan-making process must be based upon a detailed understanding of the economic value of key tourism sectors, their impacts in terms of employment and the services and facilities which are assisted by or reliant upon that tourism activity; and
- **Costs and timings of types of tourism development**: The plan-making process must take into consideration the cost and timing of tourism development to ensure proposals are realistic and optimal in terms of expected benefits. Whilst it is recognised that commercial decisions are distinct from the planning process, those responsible for plan-making and implementation are responsible for ensuring that plans have a good chance of being realised.

Figure 2: conceptualises the key components of the plan making process.
This information is critical to the plan-making process as it provides for:

- The development of plans at state, regional and local level;
- A means of determining what strategies for tourism are achievable;
- A way to ascertain what level of benefits might be expected for local economies and communities (the multiplier effect); and
- A means to support particular proposals, for example, to help to demonstrate the benefits of a particular scheme.

Such information will often share a nexus with the analytical work of various planning authorities regarding the need for other land use activities, particularly in the urban context.

It is clearly in the interests of the tourism industry to ensure that their aspirations, and particularly their land use requirements are known, understood and addressed in the plan-making process.

The advantages of meaningful engagement with the tourism industry and its representatives will be to:

- Comment on how well the visions and objectives proposed for plans and strategies reflect the aspirations and expectations of the industry; and
- Provide an industry perspective on proposed policies so as to influence their final form.

Table 3 identifies those peak planning bodies (including the various State Tourism Organisations) that should be engaged when planning for the supply-side of tourism.

**Table 3: Peak Tourism Organisations**

<table>
<thead>
<tr>
<th>Peak Tourism Organisations</th>
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</thead>
<tbody>
<tr>
<td><strong>Federal</strong></td>
</tr>
<tr>
<td>- Federal Department of Resources, Energy &amp; Tourism</td>
</tr>
<tr>
<td>- Tourism Australia</td>
</tr>
<tr>
<td><strong>State</strong></td>
</tr>
<tr>
<td>- Australian Capital Tourism</td>
</tr>
<tr>
<td>- South Australian Tourism Commission</td>
</tr>
<tr>
<td>- Tourism New South Wales</td>
</tr>
<tr>
<td>- Tourism Northern Territory</td>
</tr>
<tr>
<td>- Tourism Queensland</td>
</tr>
<tr>
<td>- Tourism Tasmania</td>
</tr>
<tr>
<td>- Tourism Victoria</td>
</tr>
<tr>
<td>- Tourism Western Australia</td>
</tr>
</tbody>
</table>

There are a number of other tourism stakeholders whose inputs should be sought in the plan making process.

Their interests may be broad and include those who control a particular tourism resource (such as National Parks), those seeking to protect the environment (e.g. the Department of the Environment, Water, Heritage and the Arts) and those supplying a service or key infrastructure (e.g. transport operators).

In addition to offering important views, these bodies will often be able to provide information on matters such as:

- The characteristics and attributes of a particular area which attract tourists and how these might be protected, developed or enhanced;
- The nature and prospects for the delivery of key infrastructure; and
- Other existing and emerging plans and investment programmes that are likely to affect a locality.

Finally, State Tourism Organisations could also employ their own team of qualified planners, who have a thorough knowledge of each State planning system and can negotiate tourism outcomes during the formulation of Government planning strategies or policies. Such team could also provide guidance to tourism investors and developers on the ways to negotiate the system when seeking planning approval.

### 3.2 Information Collection and Interpretation

The plan-making process must be informed by research that is sufficient to enable effective evidence-based policy development and informed land use planning decisions.

It is therefore important that planners and policy makers are equipped with the best information available when engaging in the plan-making process.

Planners need to consider relevant quantitative data, including data relating to the economics of tourism development to understand the land use dimension of tourism in the plan-making process.
Although the degree of detail necessary will vary from one location to the next, the following types of information are likely to prove necessary when planning for the supply-side of tourism (and its land use requirements):

- **Visitor data**: Drawn from surveys of tourism behaviour (including the ABS Survey of Tourist Accommodation, Destination Visitor Surveys and International Visitor Surveys), statistics from individual tourism attractions, transport operators, area organisations and hotel occupancy surveys. The information is likely to have already been collated and is useful for establishing seasonal variations and longer term trends in tourism behaviour, which in turn inform planning for the supply-side of tourism;

- **Economic studies**: Are essential to develop options for particular tourism strategies or to test particular tourism planning scenarios. They may be undertaken by the public or private sector, or in partnership with external organisations. Such studies are likely to examine how existing patterns of visitation or spending might be influenced by particular planning initiatives or policy approaches;

- **Other plans and proposals**: Are a means of generating a greater understanding of any relevant programmes that may affect tourism in a particular area. These initiatives may include the investment plans of tourism operators or the government and associated strategies that set out longer term aspirations; and

- **Other demographic data**: Drawn from census and other government sources. This information is able to be utilised to establish the number of people employed in different sectors, earnings and qualifications, commuting patterns and skill levels.

Table 4 provides more information about the type and sources of data that may assist in planning for the supply-side of tourism.

Planners will need to consider what methods they need both to access and handle data when formulating robust plans and engaging in the decision-making process.

Significantly, this information must be collected at a scale that allows for meaningful interpretation at a local level.

When data is procured and applied, it is important that the process recognises that the same information is likely to be required again at a later date, to assess a plan’s progress and effectiveness.

As a result, the selection of data must consider what the ongoing demand on resources is likely to be. It will also be dependant on sustained and co-operative working partnerships to enable such monitoring to be readily undertaken.
Table 4: Type and sources of tourism data

<table>
<thead>
<tr>
<th>Information Collection and Interpretation</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visitor data</strong></td>
<td></td>
</tr>
<tr>
<td>- International Visitor Arrivals (Historical and Forecast)</td>
<td>- Forecast – Tourism Forecasting Committee, Tourism Research Australia</td>
</tr>
<tr>
<td>- Domestic Visitor Nights (Historical and Forecast)</td>
<td>- ABS Cat. No. 8635.0 – Tourist Accommodation</td>
</tr>
<tr>
<td>- Occupied room nights</td>
<td>- ABS Cat. No. 8635.3.55.001 – Tourist Accommodation</td>
</tr>
<tr>
<td>- Room numbers</td>
<td></td>
</tr>
<tr>
<td>- Room occupancy rate (%)</td>
<td></td>
</tr>
<tr>
<td>- Takings ($)</td>
<td></td>
</tr>
<tr>
<td>- Average room rates (ARR)</td>
<td></td>
</tr>
<tr>
<td>- Business Events Arrivals</td>
<td>- Business Events Australia, Tourism Australia</td>
</tr>
<tr>
<td>- International Tourist Arrivals</td>
<td>- World Tourism Organisation</td>
</tr>
<tr>
<td>- International Visitor Survey</td>
<td></td>
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<tr>
<td>- National Visitor Survey</td>
<td></td>
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<tr>
<td>- Tourism Forecast – 2010 Issue 1</td>
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<tr>
<td>- Regional tourism employment in Australia,</td>
<td></td>
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<tr>
<td>- International Tourism Receipts</td>
<td></td>
</tr>
<tr>
<td>- Outbound Tourism by Region of Origin</td>
<td></td>
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<tr>
<td>- International Tourism Expenditure</td>
<td></td>
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<tr>
<td><strong>Economic studies</strong></td>
<td></td>
</tr>
<tr>
<td>- The Jackson Report</td>
<td>- National Long – Term Tourism Strategy Steering Committee – Australian Government</td>
</tr>
<tr>
<td>- International Visitor Survey</td>
<td>- Australia Government Department of Resources, Energy and Tourism – Tourism Research Australia</td>
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<tr>
<td>- National Visitor Survey</td>
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<td>- Tourism Forecast – 2010 Issue 1</td>
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<tr>
<td>- Regional tourism employment in Australia,</td>
<td></td>
</tr>
<tr>
<td><strong>Other plans and proposals</strong></td>
<td></td>
</tr>
<tr>
<td>- State and Territory Tourism Strategies</td>
<td>- Australian State and Territory Governments</td>
</tr>
<tr>
<td>- Sustainable Tourism Cooperative Research Centre</td>
<td>- Australian Government</td>
</tr>
<tr>
<td>- Centre for Tourism Research</td>
<td>- University of Canberra</td>
</tr>
<tr>
<td><strong>Other industry and demographic data</strong></td>
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<tr>
<td>- Industry employment data</td>
<td>- Australian Census; employed persons by work destination by occupation, Australian Bureau of Statistics</td>
</tr>
<tr>
<td>- Income (Household, Personal)</td>
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<td>- Education/Qualifications</td>
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<tr>
<td>- Mode of travel to work</td>
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<tr>
<td>- Retail Sales data</td>
<td>- Australian Bureau of Statistics</td>
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<tr>
<td>- Exchange Rate trends</td>
<td>- Reserve Bank of Australia</td>
</tr>
<tr>
<td>- International Transport Statistics</td>
<td>- OECD; International Transport Forum</td>
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<tr>
<td>- World Tourism Data</td>
<td>- World Tourism Organisation</td>
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<td>- Key Global Indicators</td>
<td>- United Nations Statistics Division</td>
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<tr>
<td>- World Development Indicators</td>
<td>- The World Bank</td>
</tr>
</tbody>
</table>
3.3 Supporting Institutional Arrangements

The successful integration of tourism considerations into the plan-making process will necessitate the adoption of new institutional approaches and mechanisms for improved relationships between plan-making bodies (i.e. state and local government planning authorities), the tourism industry and federal and state government tourism organisations and departments.

Effective institutional arrangements will prove critical in developing constructive dialogues between planning authorities and key players in the tourism sector. It will allow for the cultivation of partnerships with those stakeholders that have a role in the delivery of various tourism strategies, schemes and programmes and will further aid the process of collecting and interpreting the information that enables effective evidence-based policy development and informed land use planning decisions.

Coordination between planning authorities, the tourism industry and government tourism organisations is of mutual benefit to all concerned. It will:

- Offer the industry and government tourism organisations the opportunity to provide input and submit their views to planning authorities throughout the plan-making process to ensure that key messages of existing and definitive tourism strategies are adequately contemplated and reflected in the plan-making process and its resulting land use imperative; and
- Allow planning authorities to draw from the wealth of knowledge and experience of the industry in the plan-making process to ensure that plans relate well to the aspirations of the industry – those who are ultimately responsible for delivering supply-side tourism product.

Beyond the plan-making process, it is important that institutional arrangements ensure a degree of formality is achieved between planning authorities and state and territory government tourism organisations as part of the development assessment and determination processes.

There is an opportunity to ensure that tourism related proposals are referred to state and territory tourism organisations for consultation and formal response. State government tourism organisations could provide an assessment and recommendations on the merits and impact of tourism related proposals, particularly in the context of existing federal, state and regional tourism strategies.

3.4 Formulating Clear Guidance

The state (and its various agencies) typically has important responsibilities in areas such as resource management, infrastructure management and development, and the provision of community services and facilities.

The planning and implementation of these responsibilities has implications for both land use decision-making and development assessment.

In view of this, the state has an important role to play in ensuring that the plan-making process adopted from one location to the next results in a product that clearly articulates coordinated approaches around planning for the supply-side of tourism, particularly where land use issues are involved.

The integration of state planning with both regional and local planning processes is therefore critical.

The state must provide clear guidance in order to ensure partnerships are established between plan-makers at the regional and local level, and key tourism stakeholders.

The state must also articulate procedures for collecting and interpreting information that is necessary to enable effective evidence-based policy development and informed land use planning decisions.

In addition, it is the task of the state to ensure that state interests remain effectively addressed and protected in the plan-making process, when relevant to the delivery of the tourism product.

This guidance should encompass:

- Components that are to be included as part of a tourism planning strategy – including the identification of tourism activities and the potential for tourism growth;
- The means to develop a tourism planning strategy - including those strategic issues to be taken into consideration; and
- The mechanism to deliver the tourism strategy though the plan making process – including the use of tailored local planning responses.
Formulating State and Regional Planning Responses
Within the planning framework, state and regional policy responses establish a structure that provides an overall strategy for the management of growth and development.

They reflect and advance state planning approaches and priorities and help inform the local statutory planning setting - assisting in cultivating policies around land use outcomes and the determination of individual development proposals.

State and regional policy responses are typically integrated with other strategies (such as those geared towards the economy, transportation, social equity and the environment). They address a multitude of issues and establish a spatial framework for the preparation of subordinate plans that have a bearing on land use activities.

State and regional policy responses provide an ideal opportunity to consider tourism as a key element within the planning framework and as a proposition that brings with it a land use imperative and spatial dimension.

State and regional responses will, however, need to decide how to address planning for the supply-side of tourism.

Specifically, these responses will have to decide whether to:

- Treat tourism as an issue in its own right;
- Incorporate it within another issue such as economic development (as is typically the case in many locations); or
- Deal with it as a consideration affecting a number of issues like the economy, the environment and transport.

It is likely that the approach taken within each state will differ in consideration of:

- The nuances of the applicable planning framework;
- The overall approach that is adopted as part of the plan-making process; and
- The extent of information that is available (see the previous section on information collection and interpretation).

Regardless of the chosen approach, state and regional responses to planning for the supply-side of tourism must consider:

- The vision and underlying strategies for tourism in the state or across regions;
- How this vision is able to contribute to broader regional objectives; and significantly
- What the spatial characteristics and land use implications of this will be.

Where peak tourism bodies (and in particular the various State Tourism Organisations) have produced specific tourism strategies, state and regional responses should draw on these, empowering them with specific spatial or locational dimensions were possible.

4.1 Responding to Key Tourism Characteristics

It is important that key tourism characteristics are identified in formulating state and regional policy responses. An understanding of how these are expected to alter over time is also necessary.

With this in mind, state and regional policy responses should endeavour to identify and effectively plan for:

- The likely scale and distribution of tourist activity within a particular locality, the degree of change that is expected and what the nature of that change will be and where it will occur;
- Probable future trends and changes in the volume, distribution and type of activity, and how the state and regional responses intend to capture the opportunities and navigate the implications presented by those trends regarding land uses, traffic flows and the transport system;
- Areas across the state or within a particular region where there are, or are likely to be, impacts associated with growth or decline in tourism. It may be necessary, for example, to reconcile demand for tourist accommodation with the need for more affordable and permanent housing within an area;
State and regional policy responses must be cognisant of those existing and overarching strategies for tourism and should ensure planning for the supply-side of tourism is:

- Appropriately addressed in state and regional vision statements and supporting strategic directions – setting out broad strategies for action.
- Recognised as forming an important component of state and regional land use patterns and that suitable land use categories are applied through the regulatory provisions.
- Supported by clear desired outcomes that include:
  - Desired outcomes for tourism and the principles necessary to achieve those outcomes.
  - Policies to be applied to guide local government tourism planning processes and decision-making.
  - Tourism-related programs to be implemented over the life of the plan.

In addition, it should be made clear how the state and regional policy responses will be implemented and monitored (to inform subsequent review).

It may also be necessary to establish regulatory requirements to ensure their adoption at the local level.

Whilst policies need to be developed to suit the particular circumstances of a locality, there are certain common features that characterise good tourism policy.

Where specific tourism policies are included in a plan, they should aim to:

- Establish a strong connection between those existing and overarching strategies that may have been developed for tourism in a particular location and the overriding planning framework;
- Ingrain tourism as a concept that has a land use dimension;
- Maximise the benefits of tourism - ensuring that the development is able to reach its potential to contribute to tourism in the area and for local communities to enjoy those benefits;
- Outline means by which to determine optimal locations for tourism activities, for example, to maximise synergies with other tourist attractions and to promote opportunities for access by public transport.

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4.2 Establishing Appropriate Tourism Policies

The state and regional policy framework provides direction for planning and development decision-making processes at the local level. The integration of planning for the supply-side of tourism as part of this setting is therefore critical.

- The strain that increased demand for tourism exerts and how the delivery of the tourism product might be best accommodated spatially to capture potential benefits and diffuse pressures;
- The potential amenity and environmental impacts of tourism and, where these have adverse effects, how they can be tackled;
- The protection of key tourism assets and infrastructure. In addition to those features that already have statutory protection (such as national parks), a range of additional tourism drivers exist that are important in sustaining the attractiveness of the state or a particular region; and
- Ways in which tourism can contribute positively to other state or regional objectives such as economic prosperity, urban growth and development and key transport initiatives.

Again, in the absence of a single unified national planning system the state-based approach to planning for the supply-side of tourism may result in some planning jurisdictions providing a greater specificity than others with regard to planning for the supply-side of tourism.

An understanding of these key tourism characteristics will, however, provide a robust platform on which higher order spatial and land use planning aspirations and principles may be developed and subsequently adapted by plan-makers in response to the local context and relevant circumstances.

National Tourism Planning Guide 19
Identify tourist infrastructure and servicing opportunities and constraints to reinforce the tourism experience and in recognition of preferred dominant land uses;

- Identify tourism opportunities that should be enhanced (such as important resources, attractions and features) and avoid or at the very least mitigate adverse impacts, for example, by disturbance to activities on adjacent land.

Above all, it is critical that state and regional policy responses allow for higher-order intents to cascade downwards into local policies and planning and development decision-making processes.

4.3 Recognising the Tourism Setting

Planners will need to understand and often reconcile a number of important factors when preparing state and regional policies.

It is recognised that tourism is not a homogenous product. Tourists visit different areas for different reasons and to enjoy different experiences.

There often exists a clear distinction between the urban and non-urban offer and it follows that planning for the supply-side of tourism will vary from one location to the next.

In particular, state and regional policy responses should recognise that different approaches may be needed in urban and non-urban areas, and that particular tourism activities may or may not be appropriate within particular locations.

Tourism can bring benefits to urban areas and help to deliver development that is sustainable. A diversity of tourist activities particularly lend themselves to urban locations. Many tend to share a nexus with the wider community in which they are located and are often utilised for purposes that are not explicitly tourism-related.

Tourism and the provision of essential facilities for visitors also has potential to benefit many non-urban areas, as it can:

- Offer opportunities to diversify the economic and employment base in rural locations;
- Drive growth and revitalise market towns and villages - supporting important rural services and facilities;
- Underwrite those strategies and environmental schemes and facilitate improvements to both the built and the natural environment.

State and regional policy responses should therefore engender a positive approach to tourism proposals in non-urban localities - applying the following principles:

- Tourist and visitor facilities demonstrate an identified need and are functionally dependant on being linked with the rural, ecological or resource values of the non-urban locality;
- Tourist and visitor facilities should seek to conserve and enhance the qualities and features that justified the designation;
- The nature and scale of tourist and visitor facilities should be sympathetic to the locality and have regard to available infrastructure.

State and regional policy responses must appropriately differentiate between tourism and other forms of development (particularly residential development) where located outside urban areas so as not to inhibit growth.

They must also acknowledge that tourism activities have the potential to impact upon the non-urban setting and that there is an identified need to protect those unique and highly significant attributes within a locality to ensure their future role in attracting visitors.
4.4 Influencing Matters of State and Regional Significance

Each state legislative framework is the primary tool used to ensure the continuing coordination and integration of planning across all levels of government within a particular state.

It also establishes the process by which development assessment takes place and almost every local government authority plays a central role in assessing and deciding planning proposals regardless of their nature.

Notably, most planning frameworks allow the state to assume (under certain circumstances) the power to assess and determine development proposals.

In such instances, the result is that the assessment of a development is taken out of the hands of a local council and determined either politically or by an appointed (or elected) body.

The extent of these ‘call-in’ powers differs from state to state as do the thresholds that trigger their applicability.

Regardless, these ‘call-in’ powers do at times have the potential to assist in the delivery of the tourism product and, in particular, of large scale proposals, where it can be demonstrated that substantial public benefits can be achieved and that the development would not have an adverse environmental or amenity impact.

In doing so, it is possible to override the often time-consuming and uncertain process of the local authority assessment and determination process. Most significantly, compliance with the relevant local plans and controls becomes advisory rather than mandatory - and this is most advantageous where a particular scheme is not geared towards the delivery of the tourism product or where a local authority does not understand or is not sufficiently equipped to manage tourism outcomes.

There may be an argument to utilise a financial benchmark approach for the state (or an independent body) or provide conditions for some applications. This benchmark would typically start at $5 million construction cost for a development.
Formulating Local Planning Responses
5.0 Formulating Local Planning Responses

A local planning instrument establishes a clear ambition for a particular locality and gives direction and purpose to decisions and actions around the use of land.

It represents the point at which planning policy intersects with tangible tourism development outcomes and is the primary means by which most development proposals are assessed and determined.

Regardless of the setting, the local planning framework typically comprises two key components:

- **Strategic Planning Framework**: Setting out the aspirations, major strategies and policies for urban growth and development at the city wide level. It is spatially oriented and precedes (and is essential in underpinning) an efficient and effective development control framework.

- **Development Control Framework**: Guiding decisions around the use and subsequent development. It is the primary tool for achieving the strategic planning objectives and directions of a locality.

The local planning framework is perhaps the most critical mechanism for achieving meaningful outcomes with regard to planning for and delivering the supply-side of tourism.

5.1 The Strategic Planning Approach

The strategic planning framework forms the basis from which all other provisions of a local planning instrument flow.

The way that planning for tourism should be addressed in the formulation of strategic plans is comparable to the approach that facilitates the development of state and regional planning responses (section 4 of this document).

In those locations where the tourism plays a significant role and where future development of tourism is a key challenge for the local authority, it will be appropriate for the strategic planning framework to cover tourism issues together with any objectives relevant to tourism.

In other local authorities (where tourism is not highly visible) it may be that the plan’s broad approach to economic growth and regeneration sets the framework for the future development of tourism. In such cases, this relationship should be acknowledged and taken into account in the development of the strategic framework.

In determining the scope of the work required and what planning documents should be prepared, it will again be necessary to decide first whether tourism is to be addressed as a single issue or as part of a wider topic, such as economic growth.

In some areas where it is clear that tourism and its growth will form a key part of the strategic framework, it may be appropriate to delineate allocations for tourism activity (be it existing or planned) in spatial terms.

In specific locations where development for tourism is particularly crucial to meeting a plan’s objectives, it may be necessary to formulate an area-specific action plan to focus and programme the elements of that development.

In order to keep the strategic approach to planning for tourism manageable, local authorities should aim to support the policies affecting tourism in the following ways:

- Deferring details on matters such as mitigating the effects of development into supplementary planning provisions; and
- Putting good practice messages into other documents or in supporting text.

Above all, the strategic planning framework must have regard to and enable state and regional policy responses as they relate to tourism.

It should not repeat these strategies. Rather, the strategic planning framework must identify how its objectives and any targets for tourism contribute to the fulfilment of state and regional policy responses within the local setting.

Where tourism forms an important element of the strategic planning framework, the approach will need to be based on a robust understanding of the characteristics of, and trends within, the tourism industry based on similar issues to those set out in state and regional policy response of this document.

In any case, the aim of the tourism component of the strategic planning framework should be to provide local government (and the broader community) with direction on tourism development via the establishment of an overarching land use framework.

Significantly, where peak tourism bodies (and in particular the various State Tourism Organisations) or the local authority itself has produced specific tourism strategies – the strategic planning framework should recognise these and stimulate specific spatial or locational dimensions were possible.
5.2 Development Control Approach

The local development control framework is the primary mechanism for guiding decisions around the use and subsequent development of land. Its key components include:

- **Land Use Planning and Assessment Processes**: Responding appropriately to existing and desired land use directions. The process essentially identifies where and what kind of use and development can occur within a locality and determines whether an application must be made. It is a key tool for ensuring the strategic alignment of land uses and the overarching physical and policy outcomes for a locality.

- **Definitions**: Executing a suite of land use definitions that are explicitly detailed to enable consistent interpretation and a clear understanding of land use terms across a range of settings.

- **Provisions for Development**: Establishing clear objectives and standards that must be met in order to achieve desirable and consistent development outcomes. They typically provide for the means by which the built form outcomes of a proposal are evaluated.

- **Conditions**: Serving a planning purpose and intended to minimise and manage any impacts associated with construction activities and the ongoing operation of a land use activity.

The development control framework is the fundamental apparatus for realising those aspirations, major strategies and policies that have been established for tourism.

There is a considered move across many states towards the introduction of a standardised planning approach. These reform agendas generally represent an overhaul and streamlining of the existing plan and policy-making process.

Significantly, many of these reform agendas encourage a uniform approach to the formulation of the key components of the local development control framework. Their key aim is to deliver a consistent template from which local planning schemes are sourced and constructed.

In approaching reform (or as part of any review process) the opportunity exists to:

- Ensure strong connections are achieved between the development control framework and those existing and overarching strategies that may have been developed for tourism in the locality;

- Address the suite of key recurring challenges that may exist in a particular locality in order to remove barriers faced by the industry in delivering the supply-side of the tourism product.

The following represents a range of local development control responses that can be used to instill tourism as a key consideration in the planning framework.

Regardless of jurisdiction, they each have the potential to influence the form and nature of tourism development and the ease by which it can be delivered.

The applicability (and effectiveness) of each, however, will ultimately be reliant upon the local context and nature of the overarching planning framework itself.

**Land Use Planning and Assessment Processes**

A zoning approach to land use planning is considered to be the most fundamental urban management tool for guiding growth and development. It can be used as a means to control the basic allocation of land and the nature and intensity of uses to be carried out.

In simple situations, where the zoning is based on a considered spatial strategic planning framework, it enables the rational and coordinated allocation of public resources and enables land use conflicts to be minimised.

Significantly, it is the application of land use zones (and correlating levels of assessment) that will primarily enable those overarching aspirations, major strategies and policies that have been established for tourism to be realised.

It is thus critical that the adopted system of land use zones acknowledge and reflect those strategic intents and desired outcomes for tourism within a particular locality.

Within a local planning framework, the approach to constructing land use zones may be undertaken:

- Tightly – with many zones, each capable of containing only a limited range of land uses; or

- Broadly – with few zones that generally provide for a wide range of land uses.

A tight and detailed zoning approach can be utilised to limit the land use options other than those that share a nexus with tourism - providing the land owner with few other alternatives.
It is an effective way to deliver spatial outcomes and can also be used to shield tourism activities from inappropriate activities that would impact on its ongoing and successful operation.

The delineation of such detailed tourism-specific zones, however, would need to be supported by a comprehensive suite of data that clearly provides the basis for the approach (e.g. in accordance with defined land capability, the specific economic objectives for a particular area or where an area may have particular physical attributes applicable to a specific form of tourism activity).

Further, it is important that such additional factors as market demand, potential environmental or amenity impacts, transport accessibility, functional links, regeneration benefits and labour supply also be reconciled spatially, delineating tourism-specific land use zones.

As an alternative, a more broad approach to the formulation of land use zones provides considerable flexibility in relation to the uses that can be conducted on a parcel of land.

It is capable of inherently providing for the delivery and physical dispersal of tourism related activities (be they urban or non-urban in nature) – albeit in competition with other land use activities.

More choice is available for the landowner, but more discretion must often be exercised by the planning authority. When utilising this approach, it is imperative that tourism is recognised as an activity that can be provided as part of a mixed-use offering.

The applicability (and effectiveness) of either approach to the construction of land use zones will ultimately be reliant upon the local context, the availability of data and the nature of the overriding planning framework itself.

Regardless of the adopted approach, it is critical that the level of assessment (i.e. whether an application must be made for a particular activity and the rigours of any subsequent appraisal) reflects the desired land use pattern.

Notably, local planning frameworks across most states tend to favour the use of broad land use zone classifications, whereby a diversity of uses are generally permissible subject to assessment of their merits.

Table 3 highlights the key components of those alternative approaches to land use zoning that can be utilised when planning for the supply-side of tourism.

### Table 3: Land Use Zoning Approaches

<table>
<thead>
<tr>
<th>Land Use Zoning Approaches</th>
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</thead>
<tbody>
<tr>
<td><strong>Detailed Approach</strong></td>
</tr>
<tr>
<td>- Explicitly identifies tourism activities as the sole outcome that may be pursued;</td>
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<tr>
<td>- Effectively delivers desired spatial outcomes;</td>
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<tr>
<td>- Protects tourism activities from inappropriate activities that impact on its ongoing and successful operation;</td>
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<tr>
<td>- Must be supported by a comprehensive suite of data that clearly provides the basis for the approach; and</td>
</tr>
<tr>
<td>- Levels of assessment must reflect desired land use outcomes.</td>
</tr>
<tr>
<td><strong>Broad Approach</strong></td>
</tr>
<tr>
<td>- Provides considerable flexibility in relation to the uses that can be carried out;</td>
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<tr>
<td>- Inherently provide for the delivery and physical dispersal of tourism related activities;</td>
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<tr>
<td>- Promotes tourism in competition with other land use activities;</td>
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<tr>
<td>- Must recognise tourism as an activity that can be provided as part of a mixed-use offering;</td>
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<tr>
<td>- Levels of assessment must support the delivery of tourism related outcomes where appropriate;</td>
</tr>
<tr>
<td>- Refer to Annexure 2 - Zoning Table</td>
</tr>
</tbody>
</table>

### Definitions

As identified in Section 1 of this document, the concept of the tourism product with regard to land use can be grouped into three distinct categories:

- **Short-Term Accommodation**
- **Tourist Facilities**
- **Other Ancillary Services**

These categories comprise a range of land use activities that further shape and define the tourism product.

Although these land use activities are, for the most part, inextricably linked to the tourism product, many share a nexus with the wider community and are often utilised for purposes that are not explicitly tourism-related.

Figure 3 illustrates the key components and those subordinate land use activities that encompass the tourism product.

It is therefore critical that plan-makers recognise that tourism manifests in a range of land uses. The interactions and synergies created by these land uses cannot be ignored.
The Tourism Product

Short-Term Accommodation
- Accommodation Hotel
- Backpacker Hostel
- Bed and Breakfast
- Cabins
- Camping Ground
- Caravan Park
- Nature-Based Tourism
- Farm-Stay
- Holiday Letting
- Motel
- Resort Complex
- Serviced Apartment

Leisure and Tourism Facilities
- Entertainment Facility
- Environment Facility
- Recreation Facility (Major)
- Recreation Facility (Indoor)
- Recreation Facility (Outdoor)
- Function Facility
- Information and Cultural Facility
- Winery

Ancillary Services
- Food and Beverage Retail Services Commercial Services

Nexus with, and propensity to be used by the local community

Figure 3: Key components and subordinate land use activities that encompass the tourism product
Further, it is important that the suite of land use activities associated with tourism are appropriately defined using sufficient detail so as to:

- Identify accurately the nature and characteristics of the use or development proposed;
- Enable clarity and consistent interpretation within the local planning framework;
- Avoid confusion and uncertainty about whether a particular use is supported within a particular zone (including clarity about the type of application that is required to facilitate development); and
- Enable planning applications to be assessed and determined in a uniform way.

Annex 1 of this document provides a comprehensive set of definitions that comprise the tourism product. They are considered to provide an equitable balance between industry accepted standards and those terms commonly accepted amongst the various state and local planning frameworks.

Some conflict is anticipated in some states, where certain initiatives impose an already complex set of definitions. Working through these issues will require careful consideration of the context and particularities of each State.

**Provisions for Tourism Development**

Considered design is important when approaching the delivery of the tourism product as:

- Tourism is essentially a commercial activity and its success will depend upon how attractive it is to visitors;
- It is important that each attraction is perceived as contributing to the overall experience; and
- Wherever tourist proposals are to be situated, it is important that they complement and improve the wider built and natural environment.

In planning for the supply side of tourism, it is important that the local planning framework establishes clear expectations for new development.

It is possible for the guidance to take a number of forms and will depend upon the characteristics of the area, any particular aims for tourism development and the nature of the overriding planning framework itself.

Where, for example, a local authority is seeking to foster or is expecting considerable tourism development in multiple known localities or on discrete sites, it may be appropriate to formulate dedicated (and supplementary) planning documents on tourism developments to deal with such issues as preferred locations, access, transportation and design, in order to ensure that new development advances the overall vision for tourism.

Alternatively, it may be more appropriate to provide design guidance for particular types of development, such as hotels, entertainment facilities or nature-based tourism activities. This approach is most relevant where an area has high demand for a particular type of development or when a particular land use is subject to pressures from change or redevelopment.

These provisions may set minimum standards for tourism development with respect to built form outcomes (including floor space requirements, building heights and building setbacks) in addition to minimum standards for amenity. Other provisions may identify certain car parking requirements, prerequisites for infrastructure or set limits to the delivery of certain types of activities (such as the extent of permanent residential dwelling uses that may be established as part of a mixed use offering).

Regardless of the approach, these requirements should set clear objectives and standards that must be met.

They should seek to balance competing interests and are necessary within the local planning framework in order to:

- Ensure consistent development outcomes; and
- Assist in the decision making process.

In formulating provisions to guide tourism development it is critical that a degree of flexibility is embraced so as not to restrain the delivery of innovative tourism products – particularly in a growing market.

In determining the appropriateness of a tourism development it is important that the following matters are considered:

- Whether the proposal is consistent with the strategic planning intents for the locality and intents of the zone in which it is located;
- Whether the proposal is compatible with adjoining and nearby existing uses;
- The effect nearby uses may have on the proposed use;
- The effect that the proposed use may have on the amenity of the locality;
- The quality of the resulting tourism outcome;
- The impact of the proposal on the natural physical features and resources of the area;
- The identified demand for the product;
Short term accommodation should be assessed and considered in terms of:

- The economic impact upon other specifically developed short term accommodation uses in the catchment of the proposed use;
- Has that permanent accommodation been designed to accommodate the specific requirements of short term accommodation including equitable access, the need for communal facilities and impacts upon permanent accommodation residents within a development;
- Impact on residual residential units in the development.

Permanent residential development should be limited in specific tourist zones where short term accommodation and other associated tourist uses are intended and proposed;

Tourism development should not be limited to a small number of zones but should be assessed in a performance manner based on its ability to co-exist with and compatibility with existing uses. Tourism development should be a preferred use in the majority of zones within a planning instrument (Refer Annex 2);

Non-tourist development should be restricted in tourist zones where that zone or precinct is specifically proposed for tourism uses.

Conditions

The granting of planning permission will often be subject to certain conditions being met. These conditions may be used to improve the appearance or functioning of the development or to mitigate against adverse impacts.

With regard to the tourism product, it is vital that a greater understanding is developed around:

- How the conditioning of a development approval can be used to reinforce desired outcomes for a particular locality;
- The implications and issues the conditioning of a development approval can generate; and
- Impact of conditions on commercial viability of the tourism product.

Each is critical in enabling certainty of development outcomes subsequent to the approval process and at all times conditions must be seen to be fair, reasonable and practicable.
With regard to reinforcing desired outcomes for a particular locality (to reduce negative impacts on amenity) conditions of a development approval may, for example, be imposed to:

- Require that tourism-oriented accommodation be used only for holidays and not as permanent accommodation or as a main residence (or vice versa – depending on the local context); or
- Mandate the ongoing management of a facility as a bona fide tourism operation through imposing requirements on the management structures, common maintenance, servicing and fit-out; and the development of common facilities and amenities.

Notably, likely conditions associated with permanent occupancy would be best imposed on a case-by-case basis.

At the same time, the impacts of these and other conditions must be understood so as not to compromise or place unreasonable requirements on the use of the land for tourism purposes.

5.3 Incentivising Tourism Development

Local authorities may wish to not only effectively plan for and facilitate tourism within a particular locality but to incentivise its delivery as well.

Enticing certain types of development through various incentives is not a new concept and there is a range of ways in which the local planning framework can be used to encourage tourism development.

As identified by Tourism New South Wales and the New South Wales Tourism, Planning and Investment Taskforce, these planning levers include:

- **Floor space and height inducements:** By increasing maximum allowable floor space (by between 30-40%) and heights (by up to 20%) it is possible to increase the financial viability of development and promote tourism over other, more profitable and financeable land uses. It also encourages the use of small sites – particularly as many tourism activities (and in particular hotel developments) are not constrained by demands for large floor plate requirements;

- **Exemptions from certain requirements:** In recognition of the substantial economic multiplier of tourism, an exemption from or reduction in developer levies (such as those geared towards sewerage and water headworks and the open space network, etc) may increase the feasibility of development and promote tourism over other, more profitable and financeable land uses. Alternative approaches such as a reduction in car parking or other design requirements may prove equally effective.

- **Implementation of protective zoning:** A protective zoning such as a ‘tourism zone’ (as discussed before) can be used to explicitly identify tourism activities as the sole outcome that may be pursued in a particular location – effectively restricting development that does not share nexus with tourism. Although this notion is generally counter-intuitive to the existing land use approach adopted by many state-wide planning systems (whereby where all uses are generally permissible subject to assessment of their merits) it may prove useful on a site-specific basis.

- **Facilitating mixed-use outcomes:** There is often a desire for tourism activities to be provided as part of a mixed-use development. It may therefore be appropriate to ensure planning controls anticipate this emerging offer and give consideration to such matters as traffic, access, servicing and amenity. Accordingly, any floor space incentives granted should be done in a way that can also be realised as part of a mixed use scheme.

Where there is a conscious effort to support the ongoing delivery of the supply-side of tourism, such incentives can be utilised by local authorities to increase their economic viability, particularly in competition with other land uses and as land and space tightens.

Whilst many of the incentives may not be effective in isolation, when used in concert with other concessions they may provide the impetus required to make tourism development feasible and more viable.
A Checklist Approach
The purpose of the National Tourism Planning Guide is to determine and communicate the ways policy-making and development assessment practices can contribute to the development of the tourism industry, by taking appropriate consideration of its land use dimension.

Following this objective, the key recommendations have been summarised and organised into two checklists, to facilitate use by policy-makers and development assessment planners.

The checklists outline a set of tools to address the supply-side of tourism through:

- The plan-making process
- The formulation of state and regional planning responses
- The formulation of local planning responses
- The assessment of tourism-related development

It is anticipated that this approach will assist dissemination of the identified planning best practice and allow for consistent consideration of tourism issues in decision-making contexts.

The checklists are included in Annex 3.
Next Steps
The National Tourism Planning Guide provides a tool that is intended to be applied to plan-making, policy formulation and decision making process regardless of the planning landscape or particular challenges that are experienced within a given location.

It represents an opportunity to cultivate changes to how stakeholders engage on tourism planning. It is envisaged that the Guide will be utilised by a range of proponents including policy makers, approval authorities and the advocates of tourism developments.

It is expected that the National Tourism Planning Guide will be iteratively refined through targeted consultation with peak tourism bodies, state planning bodies and select local authorities (where identified as supporting key tourism activities) and the tourism industry itself.

The National Tourism Planning Guide will ultimately aide in reshaping the tourism policy landscape. It will assist the tourism industry to realise its full potential - placing it on a dynamic path for growth, delivering a revitalised and resilient industry that can achieve its full economic potential.
**Annex 1**  
**Tourism Land Use Definitions**

Use Definitions for Short-Term Accommodation.

<table>
<thead>
<tr>
<th>Use</th>
<th>Definition</th>
<th>Examples Include</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short-Term Accommodation</td>
<td>The use of premises for temporary short-term accommodation for tourists and visitors (typically not exceeding three consecutive months).</td>
<td>Accommodation Hotel, Backpacker Hostel, Bed and Breakfast, Cabins, Camping Ground, Caravan Park, Nature-Based Tourism, Farm-Stay, Holiday Letting, Motel, Resort Complex and Serviced Apartment.</td>
</tr>
<tr>
<td>Accommodation Hotel</td>
<td>Tourist and visitor short-term accommodation¹ (whether or not licensed under the relevant State Liquor Licensing Act) comprising rooms and suites generally not self contained and which provide ancillary services and may include the provision of food and beverage.</td>
<td>NA</td>
</tr>
<tr>
<td>Backpacker Hostel</td>
<td>Short-Term Accommodation for the purpose of lodging more than 1 person in a shared capacity and providing either communal bathrooms, kitchen, laundry and/or sleeping areas.</td>
<td>Backpacker Hostel uses include but are not limited to: - Backpacker Lodge. - Boarding House. - Hostel.</td>
</tr>
<tr>
<td>Bed and Breakfast</td>
<td>A residential dwelling house providing tourist and visitor short-term accommodation on a commercial basis. Bed and Breakfast facilities are operated and maintained by the resident host and guests are generally provided with breakfast.</td>
<td>NA</td>
</tr>
<tr>
<td>Cabins</td>
<td>Detached, self-contained tourist and visitor short term accommodation units that may or may not be serviced by a managing body.</td>
<td>NA</td>
</tr>
<tr>
<td>Camping Ground</td>
<td>Land designated and managed for the purpose of short term recreational lodging or camping in tents or other temporary shelter. Sites may or may not include amenity buildings, cabins and managers’ facilities</td>
<td>NA</td>
</tr>
<tr>
<td>Caravan Park</td>
<td>The use of premises for the parking and/or siting of two or more mobile accommodation facilities such as caravans, cabins or relocatable homes. Sites may include ancillary facilities for park patrons such as amenity buildings, recreational facilities, storage areas, a convenience shop, and manager’s facilities.</td>
<td>NA</td>
</tr>
<tr>
<td>Nature-based Tourism</td>
<td>The use of land or premises for a tourism activity, including tourist and visitor short-term accommodation, that is intended for the conservation, interpretation and appreciation of areas of environmental, cultural or heritage value, local ecosystem, and attributes of the natural environment.</td>
<td>Nature-based tourism facilities include but are not limited to: - environmentally responsible accommodation facilities including lodges, cabins, huts and tented camps.</td>
</tr>
<tr>
<td>Farm-Stay</td>
<td>The use of a working farm to provide short-term accommodation for tourists and visitors to experience farm living. It is a secondary business to primary production.</td>
<td>NA</td>
</tr>
<tr>
<td>Holiday Letting</td>
<td>The use of a residential dwelling for short-term accommodation for commercial gain or reward where tourists and visitors have a principal place of residence elsewhere.</td>
<td>NA</td>
</tr>
<tr>
<td>Motel</td>
<td>Premises to provide short-term accommodation for tourists and visitors in serviced rooms where provision is made for the parking of guests’ motor vehicles convenient to the rooms, whether or not the premises is also used to provide meals to guests or the general public.</td>
<td>NA</td>
</tr>
<tr>
<td>Resort Complex</td>
<td>Premises for tourist and visitor short-term accommodation that includes integrated leisure facilities, including but not limited to restaurants and bars, meeting and function facilities and sporting and fitness facilities.</td>
<td>NA</td>
</tr>
<tr>
<td>Serviced Apartment</td>
<td>Short-Term Accommodation where such units are self-contained, may provide ancillary services for visitors and are regularly serviced and maintained by the owner or manager of the building</td>
<td>NA</td>
</tr>
</tbody>
</table>

¹ Short-term accommodation is the overarching definition that involves all the accommodation types defined in the table above.
Use Definitions for Short-Term Accommodation

- Accommodation Hotel
- Backpacker Hostel
- Bed and Breakfast
- Cabins
- Camping Ground
- Caravan Park
- Nature-based Tourism
- Farm Stay
- Holiday Letting
- Motel
- Resort Complex
- Serviced Apartment
Use Definitions for Leisure Facilities.

<table>
<thead>
<tr>
<th>Use</th>
<th>Definition</th>
<th>Examples Include</th>
</tr>
</thead>
</table>
| Leisure Facilities   | The use of premises for provision of onsite entertainment, recreation (indoor and outdoor), function facilities, information, interpretation and cultural facilities for tourists and the general public. | - Entertainment Facility.   
- Environment Facility.   
- Recreation Facility (Major).   
- Recreation Facility (Indoor). |
| Entertainment Facility | Premises intended to be used for the purposes of amusement or entertainment which may be licensed for the consumption of liquor. | Entertainment Facilities include but are not limited to:  
- Cinema-Based Entertainment.   
- Casino.   
- Music Hall/Concert Hall. |
| Environment Facility | Facilities utilised for the conservation, interpretation and appreciation of areas of environmental, cultural or heritage value. | Environment Facilities include but are not limited to:  
- Nature-based attractions.   
- Walking tracks.   
- Shelters. |
| Recreation Facility (Major) | Premises used for large-scale recreation and entertainment activities that are typically attended by large numbers of patrons, whether regularly or periodically. Facilities are typically not open to the public without charge and include the provision of food and drink for consumption on site. | Recreation Facilities (Major) include but are not limited to:  
- Amusement / Theme Parks.   
- Sports Stadiums.   
- Racecourses.   
- Motor Race Tracks.   
- Grandstands. |
| Recreation Facility (Indoor) | The use of a premises for the provision of indoor recreational or sporting facilities, where spectators are generally charged admission. | Recreation Facilities (Indoor) include but are not limited to:  
- Healthclubs.   
- Sporting Facilities.   
- Leisure Centres.   
- Gymnasiums. |
| Recreation Facility (Outdoor) | The use of a premises for the provision of outdoor recreation, entertainment or sporting facilities which may be operated on a commercial basis. Facilities may also incorporate ancillary uses such as club houses, equipment, store rooms and change rooms. | Recreation Facilities (Outdoor) include but are not limited to:  
- Public Swimming Pools.   
- Golf courses.   
- Zoos.   
- Equestrian Centres. |
| Function Facility    | Premises used for the holding of public or private events, ceremonies, receptions, functions, exhibitions, concerts community gatherings. Facilities may include the provision of food and liquor for consumption on site. | Function Facilities (outdoor) include but are not limited to:  
- Exhibition Centre.   
- Conference Centre.   
- Reception Centre. |
| Information and Cultural Facility | Premises used for the provision of cultural, social, artistic or educational services and activities to the public. | Information and Cultural facilities include but are not limited to:  
- Community Halls.   
- Art and Craft Centres.   
- Libraries.   
- Galleries. |
| Winery               | The use of a premises for the production and ancillary retailing of wine, food and other viticulture produce for commercial purposes. | NA |

*Leisure Facilities is the overarching definition that involves all the uses defined in the table above.*
Use Definitions for Leisure and Tourism Facilities

**Leisure Facilities**

- **Entertainment Facility**
  - Entertainment Facilities include but are not limited to:
    - Cinema-Based Entertainment.
    - Casino.
    - Music Hall/Concert Hall.
  - Drive in Theatre.
  - Gambling Premises.
  - Gaming Premises.

- **Environment Facility**
  - Environment Facilities include but are not limited to:
    - Nature-based attractions.
    - Walking tracks.
    - Seating.
    - Shelters.
  - Board walks.
  - Observation decks.
  - Bird hides.

- **Recreation Facility (Major)**
  - Recreation Facilities (Major) include but are not limited to:
    - Amusement / Theme Parks.
    - Sports Stadiums.
    - Racecourses.
    - Motor Race Tracks.
    - Grandstands.
    - Showgrounds.
    - Major State Gardens.
    - Zoos.
    - Convention and Exhibition Centres.

- **Recreation Facility (Indoor)**
  - Recreation Facilities (Indoor) include but are not limited to:
    - Health clubs.
    - Sporting Facilities.
    - Leisure Centres.
    - Gymnasiums.
  - Dance Halls/Studios.
  - Bowling Alleys.
  - Registered Clubs.

- **Recreation Facility (Outdoor)**
  - Recreation Facilities (Outdoor) include but are not limited to:
    - Public Swimming Pools.
    - Golf courses.
    - Zoos.
    - Equestrian Centres.
  - Outdoor Theatres.
  - Paintball Games Facility.
  - Outdoor Sports Grounds/Fields.

- **Function Facility**
  - Function Facilities (outdoor) include but are not limited to:
    - Exhibition Centre.
    - Conference Centre.
    - Reception Centre.

- **Information and Cultural Facility**
  - Information and Cultural facilities include but are not limited to:
    - Community Halls.
    - Art and Craft Centres.
    - Libraries.
    - Galleries.
  - Museums.
  - Information Centres.
  - Theatres.
  - Places of Worship.

- **Winery**
  - NA
## Zoning Tables

### Zoning Table – Land Use Groups

<table>
<thead>
<tr>
<th>Land Uses</th>
<th>Visitation demand</th>
<th>Compatible short term accommodation</th>
</tr>
</thead>
</table>
| **Residential (General)** | Residential land attracts tourism demand from people visiting their friends and relatives that are living in the area. | - Accommodation hotel  
                           - Bed and breakfast  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Residential (Intensive)** | Retirement villages, seniors housing and other intensive residential land uses create strong demand for tourism from people visiting friends and relatives that are in the area. | - Accommodation hotel  
                           - Bed and breakfast  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Recreation**          | Recreation and community land uses attract different types of tourists including holiday makers, and other leisure tourists. | - Resort complex  
                           - Caravan park  
                           - Camping ground |
| **Rural**               | Rural land uses attract visitors such as working holiday makers, farm stay tourists and visiting friends and relatives or permanent residents in rural areas. | - Backpacker hostel  
                           - Bed and breakfast  
                           - Cabins  
                           - Caravan park  
                           - Camping ground |
| **Commercial centres**  | Commercial centres drive corporate and business travel to CBD areas and other urban centres, creating demand for short term accommodation and meeting space. Commercial centres also drive commercial retail visitation and attract conferences, conventions and other meetings. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Bed and breakfast  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Industrial precincts** | Industrial precincts drive corporate and business travel, creating demand for short term accommodation and meeting space. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Caravan park  
                           - Motel  
                           - Serviced apartment |
| **Environmental**       | Environmental areas create strong demand for leisure tourism, including nature based tourism. | - Nature based tourism accommodation  
                           - Resort complex |
| **Education**           | Education land uses attract students seeking residential and short-term accommodation. These students also attract visitation from their friends and family. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Health and Medical**  | Health and medical land uses such as hospitals and rehabilitation facilities attract tourism demand from people that are visiting friends and relatives, and visitors who travel for specific health services and consequently need supporting short term accommodation. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Correctional Facilities** | Correctional facilities and law and justice facilities drive tourism demand through visitation by people visiting their friends and relatives. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Caravan park  
                           - Holiday letting  
                           - Motel  
                           - Serviced apartment |
| **Leisure and Tourism Facilities** | Creates demand for holiday makers and other leisure tourists to use facilities or attend events. | - Accommodation hotel  
                           - Backpacker hostel  
                           - Bed and breakfast  
                           - Cabins  
                           - Caravan park  
                           - Camping ground  
                           - Nature-based tourism  
                           - Farm stay  
                           - Holiday letting  
                           - Motel  
                           - Resort complex  
                           - Serviced apartment |

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**Annex 2**

**National Tourism Planning Guide**
The following checklist approach is a summary of the National Tourism Planning Guide - A Good Practice Approach. This checklist outlines a methodology to address the supply side of tourism through the plan-making process.

1. Liaise with key tourism stakeholders

Plan-making bodies should liaise with key players in the tourism sector to ensure that the plans developed reflect best practice in tourism planning. Tourism organisations can add significant value to the plan-making process by providing:

☑ Insight into tourism markets, levels of demand and planned investment; tourism revenues and broader economic impacts; and costs and timings of types of tourism development.

☑ Comment upon how well the visions and objectives proposed for plans and strategies reflect the aspirations and expectations of the industry.

☑ Informed views on the characteristics and attributes of a particular area which attracts tourists and how these might be protected, developed or enhanced.

| Who to contact - State Tourism Organisations in Australia |
|-------------------------------|-------------------|-------------------|
| **NSW**                      | **SA**            |
| Organisation                  | Organisation      |
| NSW                           | South Australian Tourism Commission |
| Department                    | Department        |
| Strategy and Alliances Group  | Strategy and Policy Division |
| Position                      | Position          |
| Manager, Strategic Insights Division | Manager, Strategy and Policy – Destination Development |
| Phone No.                     | Phone No.         |
| (02) 9931 1111                | (08) 8463 4500    |

| **QLD**                      | **WA**            |
| Organisation                  | Organisation      |
| Queensland                    | Tourism Western Australia |
| Department                    | Department        |
| Destinations Groups           | Infrastructure and Investment Division |
| Position                      | Position          |
| Director, Destination Planning and Design | Development Manager |
| Phone No.                     | Phone No.         |
| (07) 3535 3535                | (08) 9262 1700    |

| **VIC**                      | **NT**            |
| Organisation                  | Organisation      |
| Victoria                      | Tourism NT        |
| Department                    | Department        |
| Industry and Investment Group | Destination Development Division |
| Position                      | Position          |
| Manager, Investment and Infrastructure Projects | Manager, Strategic Development |
| Phone No.                     | Phone No.         |
| (03) 9653 9777                | (08) 8999 6059    |

| **TAS**                      | **ACT**           |
| Organisation                  | Organisation      |
| Tasmania                      | Australian Capital Tourism |
| Department                    | Department        |
| Infrastructure and Industry Development Group | Industry Services Group |
| Position                      | Position          |
| Director, Infrastructure and Industry Development | Product and Industry Development Manager |
| Phone No.                     | Phone No.         |
| (03) 6230 8235                | (02) 6205 0666    |
2. Know the role of tourism in your region

It is important that planners and policy makers be equipped with the best information available when engaging in the plan-making process. The following types of information are likely to prove necessary when planning for the supply-side of tourism:

☑ Visitor data. Drawn from surveys of tourism behaviour (including the ABS Survey of Tourist Accommodation, Destination Visitor Surveys and International Visitor Surveys), statistics from individual tourism attractions, transport operators, area organisations and hotel occupancy surveys

☑ Economic studies. In order to develop options for particular tourism strategies or to test particular tourism planning scenarios

☑ Other plans and proposals relating to tourism

☑ Other demographic data drawn from census and other government sources

This information must be collected at a scale that allows for meaningful interpretation at a local level.

<table>
<thead>
<tr>
<th>Where to look for current information on tourism</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Visitor Data</strong></td>
</tr>
<tr>
<td><strong>Tourism Forecasting Committee</strong></td>
</tr>
<tr>
<td><strong>World Tourism Organisation</strong></td>
</tr>
</tbody>
</table>
3. Develop policy that meets tourism needs

Resulting policy should encompass:

- ✔ Strategic components that are to be included as part of a tourism planning strategy – including the identification of tourism activities and the potential for tourism growth
- ✔ Specific means by which to develop a tourism planning strategy – including those strategic issues that are to be taken into consideration
- ✔ Detailed mechanisms to deliver the tourism strategy though the plan making process – including the use of tailored local planning responses

### Specific considerations for the various policy instruments

| **State and Regional Policy** | State and regional responses in planning for the supply-side of tourism should have regard to:
| | ✔ The characteristics of the local tourism market: scale and distribution of tourist activity, expected degree of change, future trends, impacts associated with growth or decline in tourism, demand for tourism, amenity and environmental impacts of tourism and key tourism assets and infrastructure, among others
| | ✔ Existing tourism strategies implemented by peak tourism bodies - in particular by the various State Tourism Organisations. State and regional responses should draw on these, empowering them with specific spatial or locational dimensions where possible
| | ✔ Providing adequate state and regional vision statements and supporting strategic directions – setting out broad strategies for action, clear desired outcomes, policies to be applied at the local government level and tourism-related programs to be implemented over the life of the plan
| | ✔ The establishment of implementation and monitoring mechanisms, as well as of the necessary regulatory requirements to ensure adoption of the plans at the local level
| | ✔ The creation of incentives to tourism development, such as floor space and height inducements, exemptions from certain requirements, protective zoning or the facilitation of mixed-used outcomes

| **Tourism-Specific Policy** | Where specific tourism policies are included in a plan, they should aim to:
| | ✔ Establish a strong connection between those existing and overarching strategies that may have been developed for tourism in a particular location and the overriding planning framework
| | ✔ Ingrain tourism as a concept that has a land use dimension
| | ✔ Maximise the benefits of tourism, ensuring that the development is able to reach its potential to contribute to tourism in the area and for local communities to enjoy those benefits
| | ✔ Outline means to determine optimal locations for tourism activities, for example, to maximise synergies with other tourist attractions and to promote opportunities for access by public transport
| | ✔ Identify tourist infrastructure and servicing opportunities and constraints to reinforce the tourism experience and in recognition of preferred dominant land uses
| | ✔ Identify tourism opportunities that should be enhanced (such as important resources, attractions and features) and avoid or at the very least mitigate adverse impacts, for example, by disturbance to activities on adjacent land
| | ✔ Allow for higher-order intents to cascade downwards into local policies and planning and development decision-making processes


### Specific considerations for the various policy instruments

The local planning framework is perhaps the most critical mechanism for achieving meaningful outcomes with regard to planning for and delivering the supply-side of tourism.

#### Strategic Framework
- If planning for an area in which it is clear that tourism and its growth will form a key part of the strategic framework, it may be appropriate to delineate locations for tourism activity (be it existing or planned) in spatial terms.
- In specific locations where development for tourism is particularly crucial to meeting a plan’s objectives, it may be necessary to formulate an area-specific action plan to focus and programme the elements of that development.
- In order to keep the strategic approach to planning for tourism manageable, local authorities should aim to support the policies affecting tourism either through supplementary planning provisions or by putting good practice messages into other documents or in supporting text.
- The strategic planning framework must have regard to and enable state and regional policy responses as they relate to tourism. Rather than repeating these strategies, the local strategic planning framework must identify how its objectives and targets contribute to the fulfilment of the higher-order objectives.

#### Zoning
- With regard to planning for the supply side of tourism, a tight and detailed zoning approach can be utilised to limit the land use options other than those that share a nexus with tourism providing the land owner with few other alternatives. The delineation of such detailed tourism-specific zones, however, would need to be supported by a comprehensive suite of data that clearly provides the basis for the approach (e.g. in accordance with defined land capability, the specific economic objectives for a particular area or where an area may have particular physical attributes applicable to a specific form of tourism activity).
- As an alternative, a more broad approach to the formulation of land use zones provides considerable flexibility in relation to the uses that can be conducted on a parcel of land. It is capable of inherently providing for the deliver and physical dispersal of tourism related activities (be they urban or non-urban in nature) – albeit in competition with other land use activities.
- The applicability (and effectiveness) of either approach to constructing land use zones will ultimately be reliant upon the local context, the availability of data and nature of the overriding planning framework itself.
- Regardless of the adopted approach, it is critical that the level of assessment (i.e. whether an application must be made for a particular activity and the rigours of any subsequent appraisal) reflects the desired land use pattern.
- In non-urban localities, policy responses should generate a positive approach to tourism by ensuring tourist and visitor facilities: demonstrate an identified need and are functionally dependant on being linked with the rural, ecological or resource values of the non-urban locality; conserve and enhance the qualities and features that justified the designation and; are sympathetic to the locality and have regard to the available infrastructure.

#### Land Use Definitions
- Land use definitions associated with tourism should be appropriately defined using sufficient detail to: identify accurately the nature and characteristics of the use or development proposed, enable clarity and the consistent interpretation within the local planning framework, avoid confusion and uncertainty about whether a particular use is supported within a particular zone, and enable planning applications to be assessed and determined in a uniform way.
- Where a local authority is seeking to foster or is expecting considerable tourism development in multiple known localities or on discrete sites, it may be appropriate to formulate dedicated (and supplementary) planning documents on tourism developments to deal with such issues as preferred locations, access, transportation and design, in order to ensure that new development advances the overall vision for tourism.

#### Built Form Outcomes
- Where there is high demand for a particular type of development within an area, it may be more appropriate to provide design guidance for particular types of development, such as hotels, entertainment facilities or eco-tourism activities.
- These provisions may set minimum standards for tourism development with respect to built form outcomes (including floor space requirements, building heights and building setbacks) in addition to minimum standards for amenity. Other provisions may identify certain car parking requirements, prerequisites for infrastructure or set limits to the delivery of certain types of activities (such as the extent of permanent residential dwelling uses that may be established as part of a mixed use offering).
- Regardless of the approach, these requirements should set clear objectives and standards that must be met, while allowing for a degree of flexibility so as not to restrain the delivery of innovative tourism products – particularly in a growing market.
The following checklist approach is a summary of the National Tourism Planning Guide - A Good Practice Approach. This checklist outlines a methodology to address the supply side of tourism through the development assessment process.

### Tourism Development Assessment

<table>
<thead>
<tr>
<th>General Assessment</th>
<th>In determining the appropriateness of a tourism development it is important that the following matters be considered:</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓</td>
<td>Whether the proposal is consistent with the strategic planning intents for the locality and intents of the zone in which it is located.</td>
</tr>
<tr>
<td>✓</td>
<td>Whether the proposal is compatible with adjoining and nearby existing uses.</td>
</tr>
<tr>
<td>✓</td>
<td>The effect nearby uses may have on the proposed use.</td>
</tr>
<tr>
<td>✓</td>
<td>The effect that the proposed use may have on the amenity of the locality.</td>
</tr>
<tr>
<td>✓</td>
<td>The quality of the resultant tourism outcome.</td>
</tr>
<tr>
<td>✓</td>
<td>The impact of the proposal on the natural physical features and resources of the area.</td>
</tr>
<tr>
<td>✓</td>
<td>The identified demand for the product.</td>
</tr>
<tr>
<td>✓</td>
<td>Whether an adequate level of onsite services is available - including treatment and retention of wastewater, potable water and power.</td>
</tr>
<tr>
<td>✓</td>
<td>Whether the character, location, sitting, bulk, scale, shape, size, height, density, design and external appearance of the proposed development accords with the intents for the locality.</td>
</tr>
<tr>
<td>✓</td>
<td>The impact on the landscape, scenic quality and streetscape of the locality.</td>
</tr>
<tr>
<td>✓</td>
<td>Whether the proposed development detracts from the appearance, environment or amenity of the locality.</td>
</tr>
<tr>
<td>✓</td>
<td>Whether suitable and safe access can be provided to the development.</td>
</tr>
</tbody>
</table>

The following specific provisions relating to tourism development are considered to be appropriate for all locations and around Australia, regardless of the planning jurisdiction:

| ✓                 | The ability to locate tourism uses outside urban areas should be assessed having regard to the compatibility of the tourist use to the surrounding area and the mitigation of impacts. The use of arbitrary controls such as room numbers, dwelling numbers and tourist numbers is not regarded as best practice and will hinder tourism development innovation and growth of non-urban tourist economies; |
| ✓                 | Short term tourist accommodation should be limited in terms of the length of stay to a period of 3 months; |
| ✓                 | Where a development has been approved for multiple unit development (Class 2 Building - Building Code of Australia), it is the view of TTF that the approval of the Class 2 dwellings restricts the use of individual units to no less than 30 days; |
| ✓                 | Where development has been approved for multiple unit development (Class 2 building - Building code of Australia) and specifically for permanent residential accommodation the conversion of that use to short term accommodation should be assessed and considered in terms of: |
| ✓                 | The economic impact upon other specifically developed short term accommodation uses in the catchment of the proposed use; |
| ✓                 | Has that permanent accommodation been designed to accommodate the specific requirements of short term accommodation including equitable access, the need for communal facilities and impacts upon permanent accommodation residents within a development; |
| ✓                 | Permanent residential development should be limited in specific tourist zones where short term accommodation and other associated tourist uses are intended and proposed; |
| ✓                 | Tourism development should not be limited to a small number of zones but should be assessed in a performance manner based on its ability to co-exist with and compatibility with existing uses. Tourism development should be a preferred use in the majority of zones within a planning instrument (Refer Annex 2); |
| ✓                 | Non-tourist development should be restricted in tourist zones where that zone or precinct is specifically proposed for tourism uses. |
### Tourism Development Assessment

<table>
<thead>
<tr>
<th>Granting of Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ The granting of planning permission will often be subject to certain conditions being met. These conditions may be used to improve the appearance or functioning of the development or to militate against adverse impacts. Conditions on a development approval may be imposed to, for example: require that tourism-oriented accommodation be used only for holidays and not as permanent accommodation or as a main residence (or vice versa – depending on the local context); or mandate the ongoing management of a facility as a bona fide tourism operation through imposing requirements on the management structures; common maintenance, servicing and fit-out; and the development of common facilities and amenities.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Ministerial Assessment 'Call-in' Powers</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ 'Call-in' powers do at times have the potential to assist in the delivery of the tourism product and, in particular, of large scale proposals, where it can be demonstrated that substantial public benefits can be achieved and that the development would not have an adverse environmental or amenity impact. The following should be taken into consideration in deciding whether to over-ride local planning controls or to 'call-in' a particular tourism proposal:</td>
</tr>
<tr>
<td>✓ Is the proposed tourism of state-wide significance in social, planning, environmental or economic terms?</td>
</tr>
<tr>
<td>✓ Is there sufficient evidence to substantiate this significance through supporting planning, economic, social and environmental reporting?</td>
</tr>
<tr>
<td>✓ Are there significant objections to the proposal which warrant the application being addressed through the normal development application process?</td>
</tr>
<tr>
<td>✓ What are the costs and benefits to the community of exercising the call-in power for the development application?</td>
</tr>
</tbody>
</table>