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Tourism Planning **NATIONAL** *Guide*

a good practice approach

JUNE 2010



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Tourism Planning Guide

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Context

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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:

- **Tourist and Visitor 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 The Significance of Tourism

Tourism plays a vital role in the strength, diversity and resilience of the Australian economy. It is a \$32 billion industry in Australia. As an activity, tourism is a significant driver of the economy, generating 3.7% of direct Gross Domestic Product, 4.7% of total employment and around 10.4% of export earnings. Despite the effects of the global financial crisis, tourism is forecast to grow by an average of 4.4% per annum by 2017.

The national significance of tourism and its infrastructure goes beyond direct economic spending. It has a "multiplier effect" in the local community as it's spend is re-spent.

It supplies other sectors and drives demand and return for other industries. Tourism provides opportunities for communities to grow jobs, diversify their economic base and generate higher standards of living.

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, in order to secure the nation's position as a premium tourist destination.

Within this context, investors of the 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 disconnect 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, the Tourism and Transport Forum (under the auspice of the Federal Government's TQUAL Grants scheme) formulated the 'National Tourism Planning Guide' initiative.

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 and aims 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 the Tourism and Transport Forum.

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.

The key challenges are largely the consequence of the lack of awareness planners and policy makers have on the nature and workings of the tourism industry and how their activities can affect tourism and the tourism product. Notably, the relevance of each has the potential to vary markedly from one location to the next. They include:

- A general lack of understanding regarding the strategic economic, social and environmental value of tourism when planning for key infrastructure.
- The absence of a strong connection between those specific tourism strategies that may have been developed for a location (for example, those strategic directions prepared by the relevant State Tourism Organisations) and its overriding planning framework.
- The lack of formal institutional arrangements providing for coordination amongst State Tourism Organisations and planning authorities to ensure tourism strategies are effectively translated into land use policy as part of the plan-making process - and given due regard in the approval process.
- An information base (and, in particular, supply and demand statistics) that does not allow for meaningful interpretation and is not sufficient enough to facilitate evidence-based land use policy development and informed decision-making.
- A limited policy focus that does not recognise tourism as an activity that brings with it a land use dimension nor does it explicitly encourage a unified and consistent approach to the way in which state and local planning frameworks address tourism (and the delivery of the tourism product) through either the plan-making or the approval process.
- The absence of appropriate levers and mechanisms within local planning frameworks to give effect to and ensure that the material influence of Council-wide aspirations and higher order strategic intents for tourism (as both an economic and land use driver) cascade downward into local policy, zones, overlays and provisions.
- The inherent complexity in defining tourism as a land use activity, a poor understanding of the tourism product (its impacts, associated built form outcomes and locational attributes) and the lack of effective guidance that allows for effective and informed decision making in the approvals process.



The National Tourism Planning Guide

2.0 The National Tourism Planning Guide

2.1 The Purpose of the National Tourism Planning Guide

The planning system has a vital role to play in terms of 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 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 in order 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 Tourism and Transport Forum (with the support of the Tourism Ministers' Council) with an advocacy document that is sufficiently robust to set the agenda for national reform under the auspices of the National Long-Term Tourism Strategy.

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 abundantly 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 enshrines 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).

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 in order 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

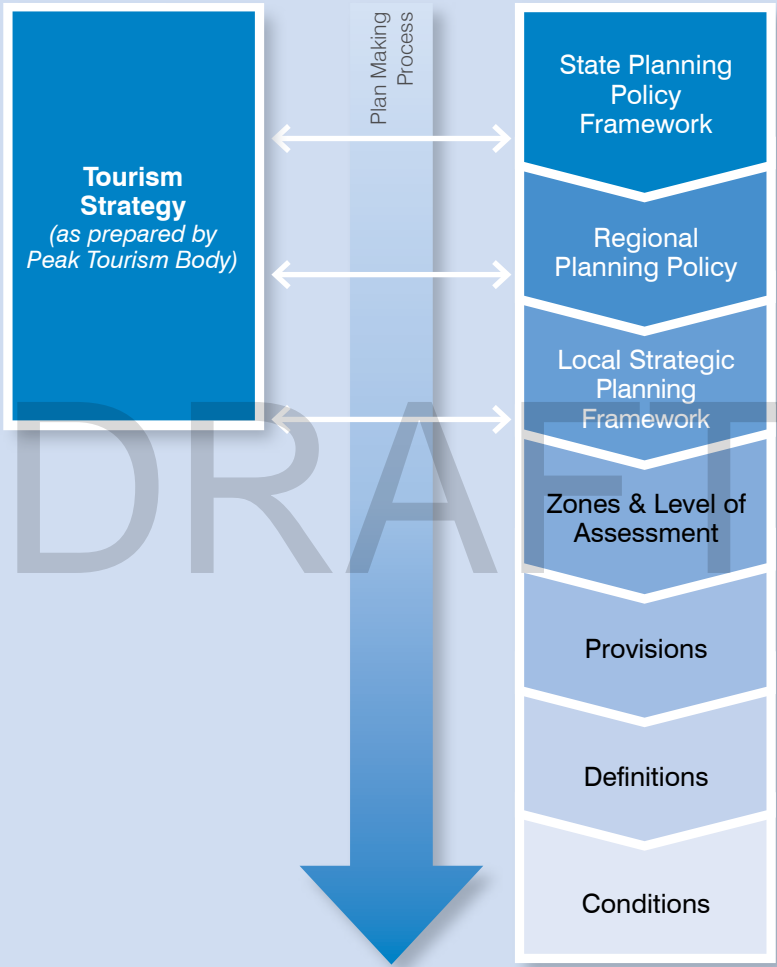


Figure 1: Land Use Zoning Approaches



The Plan-Making Process

3.0 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 each state planning framework successfully addresses the supply-side of tourism - providing an effective means by which to make sound planning decision - 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.

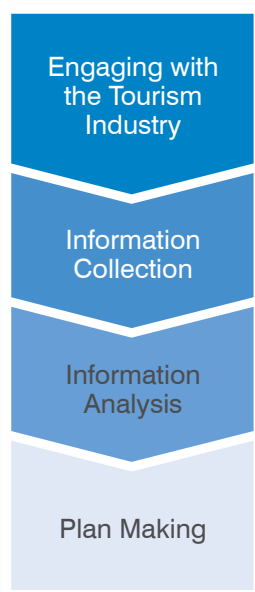


Figure 2 conceptualises the key components of the plan making process.

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 in order 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.

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 in which 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 upon 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 1 identifies those peak planning bodies (including the various State Tourism Organisations) that should be engaged when planning for the supply-side of tourism.

Table 1: Peak Tourism Organisations

Peak Tourism Organisations
Federal
<ul style="list-style-type: none"> - Federal Department of Resources, Energy & Tourism - Tourism Australia
State
<ul style="list-style-type: none"> - Australian Capital Tourism - South Australian Tourism Commission - Tourism New South Wales - Tourism Northern Territory - Tourism Queensland - Tourism Tasmania - Tourism Victoria - Tourism Western Australia

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 deliver of key infrastructure; and
- Other existing and emerging plans and investment programmes that are likely to affect a locality.

3.2 Information Collection and Interpretation

The plan-making process must be informed by information 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 be 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, in order 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:** In order 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 visiting or spending might be influenced by particular planning initiatives or policy approaches;
- **Other plans and proposals:** As 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.

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

Table 2 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 recognise that the same information is likely to be required again at a later date, to assess a plan's progress and effectiveness.

Table 2: Type and sources of tourism data

Information Collection and Interpretation	
Example	Source
Visitor data	
<ul style="list-style-type: none"> - International Visitor Arrivals (Historical and Forecast) - Domestic Visitor Nights (Historical and Forecast) - Occupied room nights - Room numbers - Room occupancy rate (%) - Takings (\$) - Average achieved room rates (ARR) 	<ul style="list-style-type: none"> - Forecast – Tourism Forecasting Committee, Tourism Research Australia - ABS Cat. No. 8635.0 – Tourist Accommodation - ABS Cat. No. 8635.3.55.001 – Tourist Accommodation
<ul style="list-style-type: none"> - Business Events Arrivals 	<ul style="list-style-type: none"> - Business Events Australia, Tourism Australia
<ul style="list-style-type: none"> - International Tourist Arrivals - International Tourism Receipts - Outbound Tourism by Region of Origin - International Tourism Expenditure 	<ul style="list-style-type: none"> - World Tourism Organisation
Economic studies	
<ul style="list-style-type: none"> - The Jackson Report 	<ul style="list-style-type: none"> - National Long – Term Tourism Strategy Steering Committee – Australian Government
<ul style="list-style-type: none"> - International Visitor Survey - National Visitor Survey - Tourism Forecast – 2010 Issue 1 - Regional tourism employment in Australia, 	<ul style="list-style-type: none"> - Australia Government Department of Resources, Energy and Tourism – Tourism Research Australia
Other plans and proposals	
<ul style="list-style-type: none"> - State and Territory Tourism Strategies 	<ul style="list-style-type: none"> - Australian State and Territory Governments
<ul style="list-style-type: none"> - Sustainable Tourism Cooperative Research Centre 	<ul style="list-style-type: none"> - Australian Government
<ul style="list-style-type: none"> - Centre for Tourism Research 	<ul style="list-style-type: none"> - University of Canberra
Other industry and demographic data	
<ul style="list-style-type: none"> - Industry employment data - Income (Household, Personal) - Education/Qualifications - Mode of travel to work 	<ul style="list-style-type: none"> - Australian Census; employed persons by work destination by occupation, Australian Bureau of Statistics
<ul style="list-style-type: none"> - Retail Sales data 	<ul style="list-style-type: none"> - Australian Bureau of Statistics
<ul style="list-style-type: none"> - Exchange Rate trends 	<ul style="list-style-type: none"> - Reserve Bank of Australia
<ul style="list-style-type: none"> - International Transport Statistics 	<ul style="list-style-type: none"> - OECD; International Transport Forum
<ul style="list-style-type: none"> - World Tourism Data 	<ul style="list-style-type: none"> - World Tourism Organisation
<ul style="list-style-type: none"> - Key Global Indicators 	<ul style="list-style-type: none"> - United Nations Statistics Division
<ul style="list-style-type: none"> - World Development Indicators 	<ul style="list-style-type: none"> - The World Bank

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 authorities) and the industry – and in particular peak tourism bodies such as State Tourism Organisations.

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 delivery of various tourism strategies, schemes and programmes and will further aide in the process of collecting and interpreting the information that is necessary to enable effective evidence-based policy development and informed land use planning decisions.

Coordination between planning authorities and peak tourism bodies is of mutual benefit to all concerned. It will:

- Offer the industry and its associations 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 help ensure that plans relate well to the aspirations of the industry – those who are ultimately responsible for delivering the supply-side of the tourism product.

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

There is a need to ensure that key tourism-related proposals are referred to peak tourism bodies. Peak tourism bodies should be afforded appropriate statutory responsibility to:

- Assess certain aspects of key tourism related applications and ask an applicant for further information about proposal;
- Provide recommendations that are to be incorporated in the local government's decision on the application (or alternatively direct that an application be refused); and
- Direct that certain conditions be imposed on an approval.

The development of close working relationships at an early stage of the plan-making process and an appreciation of the value that planning authorities and peak tourism bodies can add will inevitably lead to better outcomes,

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 have 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 the 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 by which to develop a tourism planning strategy - including those strategic issues that are 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.

A black and white photograph of a rocky coastline. The foreground shows the turbulent, white-capped waves of the ocean crashing against a series of dark, jagged rock formations. The rocks are layered and textured, with some showing signs of weathering. The sky above is a uniform, light gray, suggesting an overcast day. The overall mood is dramatic and powerful, capturing the raw energy of the sea.

Formulating State and Regional Planning Responses

4.0 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 both 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 enshrine tourism as a key consideration 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 in planning for the supply-side of tourism must have regard to:

- 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 where 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;

- The strain that increased demand for tourism exerts and how the delivery of the tourism product might be best accommodated spatially in order 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 a 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 it is acknowledged that the state-based approach to planning for the supply-side of tourism will 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 upon 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.

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.

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;

- 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 must 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 of which 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 have the 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 the 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, each state planning framework effectively allows 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 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 over-ride 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.

The following should be taken into consideration in deciding whether to over-ride local planning controls or to 'call-in' a particular tourism proposal:

- Is the proposed tourism of state-wide significance in social, planning, environmental or economic terms?
- Is there sufficient evidence to substantiate this significance through supporting planning, economic, social and environmental reporting?
- Are there significant objections to the proposal which warrant the application being addressed through the normal development application process?
- What are the costs and benefits to the community of exercising the call-in power for the development application?

In lieu of this approach there exists the potential for the state to assume a 'case management' function in administering and facilitating major tourism development through what can be a complex planning approval process. The role of the state would be to provide a 'supportive conduit' between developer and the development assessment authority in order to reduce likely road blocks that may occur in the development assessment process.



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 in which 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 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 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 upon 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 engender them with 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 on-going 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 represent a range of local development control responses that can be used to instil 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 overriding 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 is able to be used as a means to control the basic allocation of land and the nature and intensity of the 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.

With regards 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.

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 deliver 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 be recognised as an activity that can be provided as part of a mixed-use offering.

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.

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

Land Use Zoning Approaches
Detailed Approach
<ul style="list-style-type: none"> - Explicitly identifies tourism activities as the sole outcome that may be pursued; - Effectively delivers desired spatial outcomes; - Protects tourism activities from inappropriate activities that impact on its ongoing and successful operation; - Must be supported by a comprehensive suite of data that clearly provides the basis for the approach; and - Levels of assessment must reflect desired land use outcome's
Broad Approach
<ul style="list-style-type: none"> - Provides considerable flexibility in relation to the uses that can be carried out; - Inherently provide for the deliver and physical dispersal of tourism related activities; - Promotes tourism in competition with other land use activities; - Must recognise tourism as an activity that can be provided as part of a mixed-use offering - Levels of assessment must support the delivery of tourism related outcomes where appropriate.

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 – these being:

- Tourist and Visitor 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 in which they are located 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.



Figure 3: Key components and subordinate land use activities that encompass the tourism product

The interactions and synergies created by these land uses cannot be ignored.

Further, it is important that the suite of land use activities associated with tourism are 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 (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.

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 eco-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 the 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 be 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 impact of the proposal on the natural physical features and resources of the area.
- Whether an adequate level of on-site services is available - including treatment and retention of wastewater, potable water and power.
- Whether the character, location, siting, bulk, scale, shape, size, height, density, design and external appearance of the proposed development accords with the intents for the locality.

- The impact on the landscape, scenic quality and streetscape of the locality.
- Whether the proposed development detracts from the appearance, environment or amenity of the locality.
- Whether suitable and safe access can be provided to the development.

These considerations are particularly relevant in circumstances where little guidance exists to direct development or where a proposal contemplates innovative or performance-based outcomes beyond those anticipated by the local planning framework.

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 militate against adverse impacts.

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

- How the conditioning of a development approval can be used to reinforce desired outcomes for a particular locality; and
- The implications and issues the conditioning of a development approval can generate;

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 (or in order to reduce negative impacts on amenity) conditions of a development approval may, for example, be imposed to:

- Regulate the hours during which an attraction could open in order to avoid undue disturbance to people living nearby;
- 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.

The enticement of 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 zonings:** 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 when 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.

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Next Steps

6.0 Next Steps

The National Tourism Planning Guide embodies a flexible 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.

It represents an opportunity to cultivate a paradigm shift in how industry and all levels of government engage on tourism and it is envisaged that the Guide will be utilised by a range of proponents including policy makers, approvals authorities and the advocates of tourism developments themselves.

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.

From this point it is anticipated that the National Tourism Planning Guide will be tabled as part of the COAG agenda in addition to the Development Assessment Forum (DAF) as a driver of reform.

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

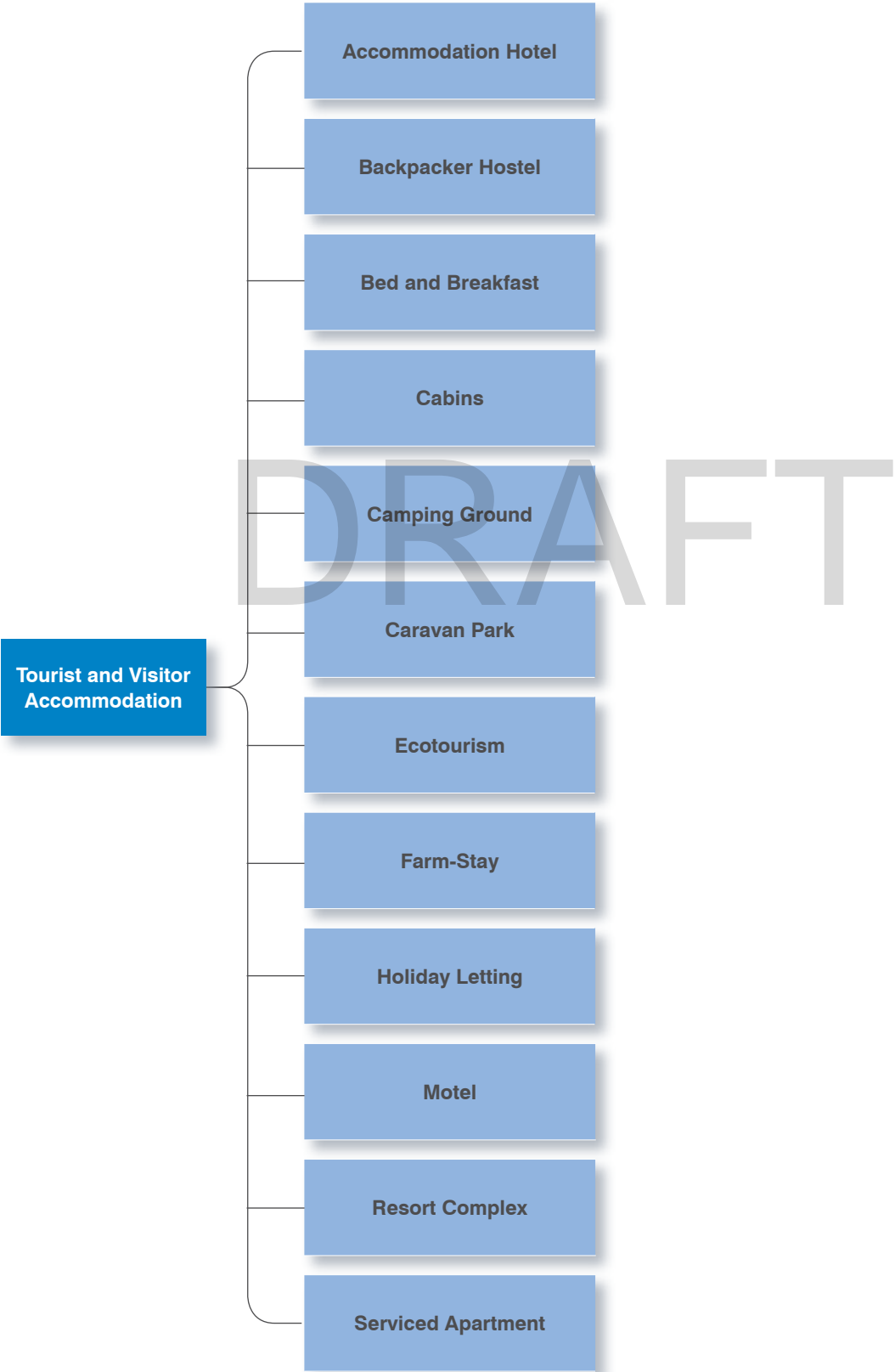
Annex 1 Tourism Land Use Definitions

Use Definitions for Tourist and Visitor Accommodation

Use	Definition	Examples Include
Accommodation Hotel	Tourist and visitor short-term accommodation ¹ (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.	NA
Backpacker Hostel	Tourist and visitor 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.	Backpacker Hostel uses include but are not limited to: - Backpacker Lodge. - Boarding House. - Hostel.
Bed and Breakfast	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 meals.	NA
Cabins	Detached, self-contained tourist and visitor short term accommodation units that may or may not be serviced by a managing body.	NA
Camping Ground	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	NA
Caravan Park	The use of premises for the parking and/or siting of two or more mobile accommodation facilities such as caravans 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.	NA
Ecotourism	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. Eco-tourism activities typically: - Maintain a nature based focus or product. - Promote environmental awareness, education and conservation. - Carry out sustainable practices.	Ecotourism facilities include but are not limited to: - Environmentally Responsive Accommodation Facilities including a cabins, huts, tenanted camps. - Sales of Arts, Crafts and Souvenirs.
Farm-Stay	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.	NA
Holiday Letting	The use of a dwelling house for short-term paid accommodation where tourists and visitors have a principal place of residence elsewhere.	NA
Motel	The use of a 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.	NA
Resort Complex	The use of 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.	NA
Serviced Apartment	Tourist and visitor accommodation units intended for short-term accommodation where such units may also provide ancillary services for visitors and are regularly serviced and maintained by the owner or manager of the building	NA

¹ Note: Short-term accommodation refers to the temporary use of premises for a period typically not exceeding 2 months in any one 12 month period.

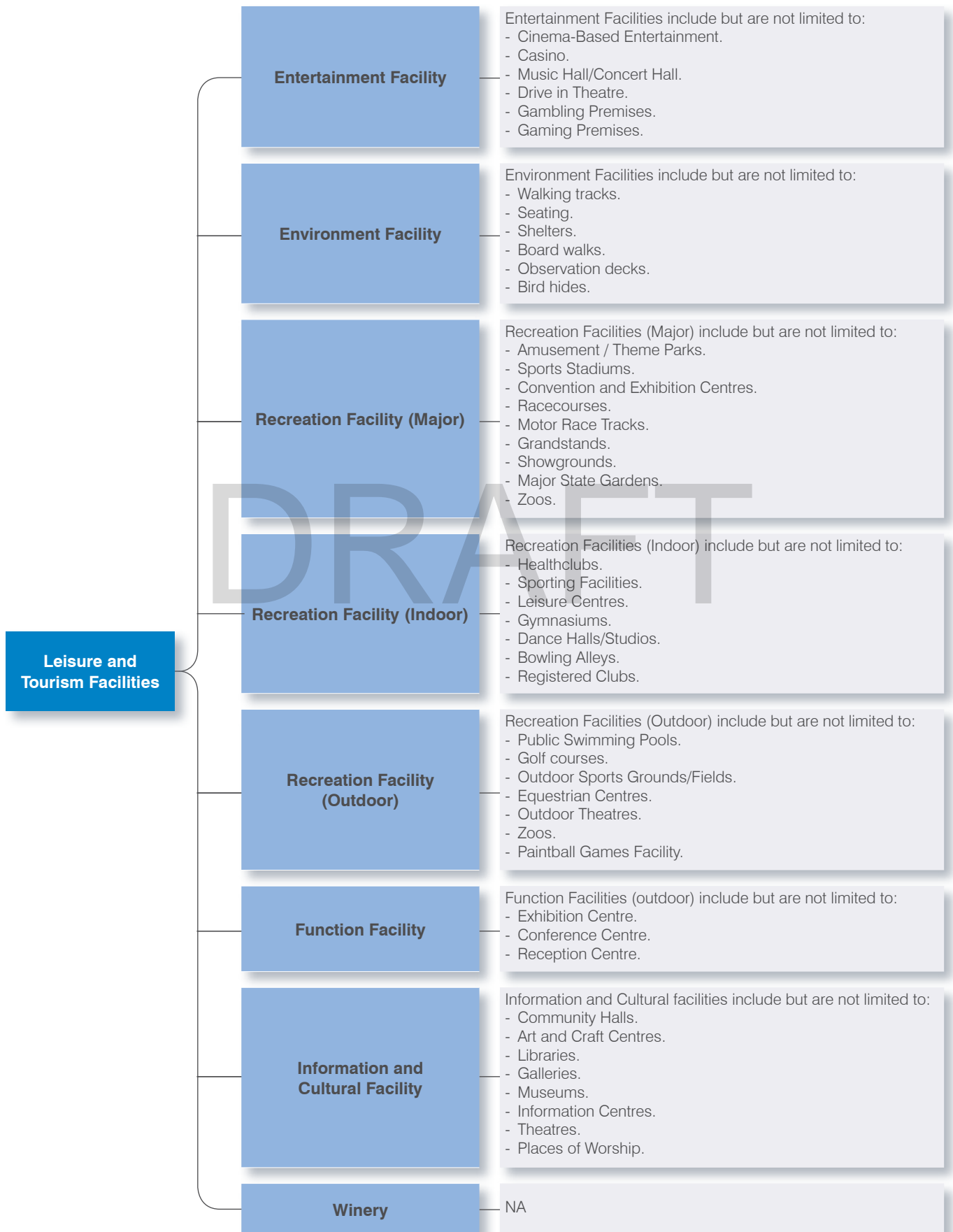
Use Definitions for Tourist and Visitor Accommodation



Use Definitions for Leisure and Tourism Facilities

Use	Definition	Examples Include
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. - Drive in Theatre. - Gambling Premises. - Gaming Premises.
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: - Walking tracks. - Seating. - Shelters. - Board walks. - Observation decks. - Bird hides.
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. - Convention and Exhibition Centres. - Racecourses. - Motor Race Tracks. - Grandstands. - Showgrounds. - Major State Gardens. - Zoos.
Recreation Facility (Indoor)	The use of a premises for the provision of indoor recreational or sporting facilities, where spectators are generally charged an admission.	Recreation Facilities (Indoor) include but are not limited to: - Healthclubs. - Sporting Facilities. - Leisure Centres. - Gymnasiums. - Dance Halls/Studios. - Bowling Alleys. - Registered Clubs.
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. - Outdoor Sports Grounds/Fields. - Equestrian Centres. - Outdoor Theatres. - Zoos. - Paintball Games Facility.
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. - Museums. - Information Centres. - Theatres. - Places of Worship.
Winery	The use of a premises for the production and ancillary retailing of wine, food and other viticulture produce for commercial purposes.	NA

Use Definitions for Leisure and Tourism Facilities



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