

# Next Generation Tourism Planning

## A guideline for planners in Queensland

A framework to consider tourism projects from small-scale farmstays to international resort complexes and everything in-between.



*Next generation tourism planning: a guideline for planners in Queensland*

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# **Next Generation Tourism Planning**

A guideline for planners in Queensland

## Foreword

Tourism is an important driver of the Queensland economy, creating jobs, attracting investment and sustaining communities. On this basis, the Queensland Government has a long-term commitment to grow the state's tourism industry, with opportunities to take advantage of the State's competitive strengths in tourism, and turn the tourism potential into further economic growth and job creation across all regions of Queensland.

Tourism is now recognised as an economic state interest in the State Planning Policy, and requires planning schemes to address tourism planning and development opportunities that are appropriate and sustainable are supported, and the social, cultural and natural values underpinning tourism developments are protected.

Local governments have a vital role in recognising tourism as a legitimate land use within the planning system, and the State Planning Policy now includes supplementary guidance material to assist appropriately reflect tourism in planning schemes.

The Next generation tourism planning guide also provides guidance about enabling the efficient delivery of tourist development, and further supports the State Planning Policy by providing information about how best to consider tourism.

The guide recognises tourism developments are highly diverse in their type and scale, from multi-billion dollar mega-resort projects to family-run bed and breakfasts, and seeks to minimise tensions and improve understanding about positive tourism outcomes. Encourage innovation and outline how appropriate tourism development can occur in a range of settings and places.

Next generation tourism planning provides the foundation for the promotion and development of Queensland's tourism industry, and the State as a world leading tourism destination.

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Cairns city centre, Queensland

## Summary

In 2015–16 tourism contributed (both directly and indirectly) \$25 billion to the Queensland economy and was responsible for employing 225,000 people (State Tourism Satellite Account 2015–16). Planning for tourism is crucial to the success and longevity of the tourism industry in Queensland. Allowing tourism to develop without adequate planning can lead to development with inadequately managed impacts or that is less competitive with other tourism destinations (QTIC, 2013).

*Next Generation Tourism Planning* provides guidance on how to plan for tourism and tourism development, and how to incorporate this planning into Queensland's statutory planning framework. It provides a framework to consider a broad range of tourism projects, from small-scale farmstays to international resort complexes and everything in between. It is also relevant and appropriate to all regions and local government areas across Queensland.

The aims of this handbook are:

- assisting planners when writing plans, or considering tourism proposals to satisfy the Queensland Government's planning policy for tourism. This policy is found in Queensland's State Planning Policy (SPP) (DSDIP, July 2017), and this handbook is guidance material for the SPP
- increasing awareness and understanding of tourism, sustainable tourism development, and tourism planning
- explaining tourism planning practice in Queensland and how it can be used to assist local government planning
- providing references.

The guideline will be used by local government planners, especially those involved in writing local government planning schemes. It will also be useful to local government officers, managers and councillors, consultants working for local governments, and others with an interest in tourism planning and tourism development.

There are five important planning principles in this guideline. These are summarised below, and have been used to organise the document.

### **Part 1.0 Sustainable tourism development: a framework for success**

The research supporting this guideline suggests a framework for defining sustainable tourism development is required. It is a framework for tourism, development and planning success that is closely aligned to the familiar 'triple bottom line' approach measuring economic, environment and social inputs to sustainable development.

Tourism activity and tourism development comes in all shapes and sizes. Despite this variety, our research suggests five common and critical success factors that can help achieve sustainable tourism development. It is important for planners to understand these factors, as all have relevance to planning and planning processes. These success factors are:

- knowing the needs of the tourist
- creating experience
- developing in context
- enhancing setting
- good process.

### **Part 2.0 The right place: enabling tourism development through 'place planning'**

A clear finding of this research is that tourism can fit almost everywhere. What we mean by this is that if designed in context, there is a type of tourism activity or tourism development for virtually every place in Queensland, from secluded islands to underground mines.

Tourism development is not 'one size fits all' and nor is it a 'free for all'. But there's a type of tourism for every type of place. Thinking about tourism activity and tourism



development in terms of place makes it easier to understand the appropriateness of tourism proposals, and is recommended as a means of planning strategically for tourism.

In this document, planning guidance is provided for:

- tourism in natural places
- tourism in rural places
- tourism in rural towns and townships
- tourism in suburban and urban neighbourhoods
- tourism in town and city centres
- tourism in specific use places.

### **Part 3.0 Planning for the unexpected: tourism and plan making**

Planning for tourism needs to happen at all levels: state, regional and local. The state government has an important role to play in defining how tourism can contribute to the economy and identifying major tourism generators. Regional planning can be used to identify specific tourism hotspots throughout the state, as well as the unique tourism attributes that should be encouraged or protected within each region.

Local planning has arguably the most influential role to play, particularly through their planning schemes. Long-term visions and goals determined by the strategic framework, as well as the intent and benchmarks for development within each zone, shape the types, scale and extent of tourism development possible within a local government area.

Most importantly, communication between all three levels is essential as each has a valuable role and information to contribute. Both top down and bottom up approaches have value when planning for tourism and this needs to be recognised.

### **Part 4.0 The value of good design in tourism development**

Tourism developments can bring a number of economic, environmental and social benefits to the local community, region and beyond. Good design plays a key role in producing these outcomes, often through responding to the natural setting and identified tourism needs.

Having a good design process that is thorough, consultative and innovative is key to realising the full potential of a sustainable and successful tourism development.

### **Part 5.0 Using model tourism planning provisions in local government planning schemes**

This chapter provides example planning scheme provisions showing how the SPP state interest—tourism industry—and the concepts in **Parts 1.0 to 4.0** of this guideline can be implemented in a planning scheme. These provisions are designed to make it simple for local governments to support tourism through their planning schemes. They can be readily modified to reflect local circumstances.

The model provisions include guidance on writing strategic frameworks, zone outcome statements, choosing levels of assessment, and a range of incentives that could be used to support and promote tourism development in appropriate locations.

### **Part 6.0 Development assessment processes**

This chapter provides a brief outline of application and approval processes that helps to show how tourism policy may ‘hit the ground’, and inform potential operators about the likely steps involved.

## Part 7.0: Sustainable tourism development case studies

A literature review and case study analysis of successful tourism developments was used to inform this guideline. The case studies are presented in Part 7.0.

A desktop analysis and, in some cases, site visits of existing, successful tourism developments from a variety of place types was invaluable in determining the critical success factors for tourism projects.

Understanding what makes these developments so successful has been essential for drafting comprehensive guidance for new planning scheme provisions that actively seek to encourage tourism development.

## What is tourism?

The World Tourism Organisation defines tourism in the following way:

*tourism comprises the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes. Tourism refers to all activities of visitors including both tourists (overnight visitors) and same day visitors. (WTO, 1994)*

Tourism then is much more than annual family holidays. It is 'an economic and social phenomenon mass movement of human behaviour which almost all of us are part of and participate in, often many times each year in near and far locations' (WTO, 1994).

Tourism is also a complex and dispersed activity. It involves 'traditional' tourism developments, such as resorts, hotels, airports and roads, but also 'areas of activity,' such as tours, marketing, branding and positioning. Hallmarks of tourism that all have planning dimensions include: all types of accommodation, visitor attractions, natural and built assets, systems for visitor information, transport, supporting infrastructure, retail activities, and community and sporting infrastructure (QTIC, 2013).

The Queensland Tourism Industry Council (QTIC) expands on this concept, suggesting that tourism is an activity that brings with it a land use dimension. This is undoubtedly true, but is not the same as saying that tourism is always a discrete land use.

The diversity of forms, types, sizes, locations and impacts that tourism can take distinguishes tourism from any other type of development. This makes it difficult to define a distinct form and type of development that it embodies (DSDIP, 2013a). Tourism is an activity that takes different forms in different places, mainly because of the diverse characteristics of the places it occurs.

*Tourists visit different areas for different reasons and to enjoy different experiences. It follows that the built infrastructure required for tourism will therefore vary from area to area. Tourism is certainly not a one-size-fits-all product. (DCLG, 2006)*

*Tourism activity* refers to all activities of those participating in tourism, from overnight stays to tours to eating out.

*Tourism experiences* are related to tourism activities, being the experience of tourism in a particular setting. Examples of a tourism experience might be a wine tour, a diving holiday or a city break.

By *tourism development* we mean development as defined by law (that is, building works, operational works, making a material change of use, or reconfiguring a lot) relating to tourism, tourism activities or experiences.

## Primary sources

A number of sources have informed this study, including:

- a review of existing tourism policies, plans and strategies devised by the Queensland Government and its agencies, government bodies from other jurisdictions in Australia and international agencies
- case studies of existing tourism developments that represent best-practice tourism operations, including desktop analysis, site visits and interviews with operators
- workshops with an advisory panel, comprised of state agency and organisation representatives with a recognised role or interest in the tourism industry.

Other references are included in the bibliography at the end of the document.

# Part 1.0

## **Sustainable tourism development: a framework for success**

This section introduces a framework for understanding sustainable tourism development.



Brisbane City skyline, Queensland

*Photo credit: Tourism and Events, Queensland*

# 1.1

## A framework for sustainable tourism development

The research supporting this guideline suggests a framework for defining sustainable tourism development. It is a framework for success that is closely aligned to the familiar ‘triple bottom line’ approach measuring economic, environment and social inputs to sustainable development. The framework is simplified, and is intended to inform local government planners about tourism and how to plan for it, rather than experienced tourism planners. When tailored to tourism, the framework features:

### Economic benefits

- to the tourism operator, but also the community and region in which the tourism activity takes place.

### Environmental benefits

- many tourism developments make a feature of their environmental credentials and can enhance natural features and values. This stands to reason. Who wants to holiday in a degraded environment?

### Social and cultural benefits

- respect for community values and social benefits like employment and locally focused tourism activities. Tourists often travel to an area to experience its people and culture.

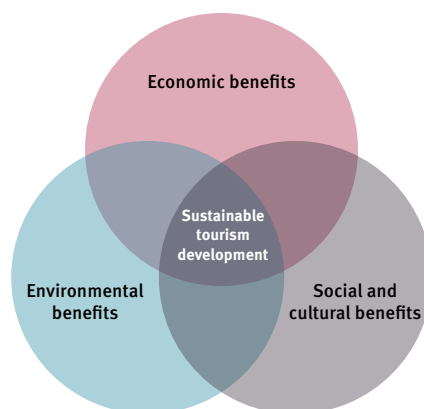
Sustainable tourism is about building a type and a style of tourism development that contributes to the economic viability of places and people through employment and investment. It contributes to communities’ sense of pride, place attachment and connection with others and it encourages sustainable stewardship over the environmental and natural resources that contribute to the tourist experience.

Tourism and tourism development comes in all shapes and sizes. Despite this variety, research suggests five common and critical success factors that can help achieve

sustainable tourism developments. It is important for planners to understand these factors, as all have relevance to planning and planning processes. These success factors are explained on the following pages and are:

- knowing the needs of the tourist
- creating experience
- developing in context
- enhancing setting
- good process.

Some benefits of sustainable tourism development are summarised in the table opposite.



Defining sustainable tourism development with a twist on the ‘triple bottom line’ of sustainable development.

## Some benefits of sustainable tourism development

Economic benefits	<ul style="list-style-type: none"> <li>• create and diversify job opportunities</li> <li>• provide the means for local governments to inject money into improving public services, such as parks, transport, health centres and libraries</li> <li>• ability to return revenue to the tourism industry to support a broader, more vibrant and active community by attracting arts, sport and cultural events</li> <li>• aid diversification within rural and over-specialised local economies.</li> </ul>
Environmental benefits	<ul style="list-style-type: none"> <li>• sustain and improve the natural and physical built environment</li> <li>• educate tourists about environmental issues and impacts</li> <li>• improve and restore natural ecosystems and their values</li> <li>• derelict land and buildings brought back into use and maintained</li> <li>• high-quality design improving visual and environmental experience</li> <li>• underpin quality of the local environment and facilitate further enjoyment</li> <li>• underwrite environmental schemes and improvements to the natural and built environment</li> <li>• conserve and enhance qualities and features of the landscape</li> <li>• enhance access to visual appeal and ambience of rural areas.</li> </ul>
Social and cultural benefits	<ul style="list-style-type: none"> <li>• focus of regeneration for urban and rural areas</li> <li>• provide a catalyst for growth in an area (raising the profile, stabilising out-migration)</li> <li>• improve social cohesion, sense of place and community pride</li> <li>• provide awareness of the local area natural environments and scenic beauty and further promote conservation efforts</li> <li>• support a broader, more vibrant and active community by attracting arts, sports and cultural events</li> <li>• improve community health and wellbeing through increased diversity of leisure, recreation, arts and cultural services</li> <li>• secure the retention or upgrading of public services (public transport, health centres and libraries)</li> <li>• revitalise rural towns, villages and communities</li> <li>• support important services and facilities</li> <li>• facilitate improved access by sustainable modes of transport.</li> </ul>

Sources: Compiled from QTIC, 2013; DCLG, 2006; Dredge, 2013

# 1.2

## Knowing the needs of the tourist

### What our case study research tells us

The case studies undertaken for the development of this guideline are summarised in **Part 6.o**.

Understanding the needs and motivations of tourists and tourism markets was a strong feature of the successful tourism projects researched in this work.

A tourist might come from anywhere in the world, and have all kinds of interests and motivations for their travels. There's no 'average tourist'. There are many tourism markets. Inclusive tourism is also an important issue for the tourism industry. Both government and industry have an opportunity and an interest to ensure that wherever possible, people with disability can actively participate in tourism with as much freedom and enjoyment as any other traveller.

Understanding the market, the industry and the particular challenges of developing and supporting tourism that are unique to the location, is important. It is also about understanding the characteristics of tourist movement to and within the destination, how they experience the destination, their purpose of visit, their decision making around their visit and how long they stay.

Often the projects studied for this document focused on two or three complementary target markets. For example, Lilydale Farmstay (page 89) regularly hosts family groups from South East Queensland, but also families from South East Asian cities keen to have a rural holiday experience. Limes Hotel in Brisbane (page 94) hosts many corporate guests mid-week, with visitors looking for entertainment in nearby Fortitude Valley at the weekend. In all cases, the tourism 'product' is carefully tailored to the tourism markets.

Tourism markets are identified in different ways, from entrepreneurs spotting 'gaps

in the market', to government-sponsored tourism marketing, and old-fashioned trial and error.

### Lessons for planners

Tourism (and the buildings and infrastructure associated with it) responds to the needs of the tourist. This is often linked to the attributes of the location where the tourism takes place, but it is common to have different tourist activities and infrastructure in the same location, and still be appropriate. It's definitely not 'one size fits all'.

Tourism can result from top-down (planned) and bottom-up (entrepreneurial) processes. Our research suggests a bias towards the bottom-up approach, suggesting flexibility is an essential part of planning for tourism development.

Tourism operators and developers often know the characteristics of the market and are able to design a proposal to accord with a robust commercial understanding. All development contexts are different and it is important to understand the needs of the industry.



Visitors to Lilydale Farmstay



# 1.3

## Create experience

### What our case study research tells us

Experience and products is what tourism is all about. Our research suggests genuine experiences are what motivates tourists. A focus on connecting to place or local communities, or a learning experience, can be ways to form a genuine experience.

*The 'tourism product' is what the customer buys; the 'tourism experience' is what they remember.*  
(Tourism and Events Queensland)

In planning, we deal mostly with the tourism developments (accommodation, attractions and transport, etc.) although how those are planned and developed give rise to the experience.

Uniqueness of experience was also found to be an attractor. This doesn't mean the same or similar activities cannot be found in different locations. A different location might be enough to make the experience different.

Regional synergies or clustering of tourism developments was a common feature. This was seen in many of our cases studies where nearby operators offered complementary, but not the same, experience or tourism product. Lilydale Farmstay (stay on a working farm, page 89) and Mount Barney Lodge (experience a mountain, natural environment, page 85) are but a few kilometres apart in the Scenic Rim. Other nearby operators help make up a cluster of tourism options where the whole is greater than the sum of the parts. In another context, the cluster of theme parks in the north of the Gold Coast shows that the advantage of regional synergies is not exclusive to small businesses.

### Lessons for planners

Expect the unexpected. Enterprising operators will create new experiences in familiar settings, and this might be a challenge for plan-led approaches. The Story Bridge Adventure Climb (page 97) and XXXX Brewery Tour (page 99) are two great examples of tourism experiences in unexpected and unplanned settings.

While there are exceptions, tourism experiences that are genuine, connect to place and the people in it, and include educational or learning experiences are a hallmark of sustainable tourism. These criteria could be useful in considering the appropriateness of tourism proposals.

Regional synergies and clustering of tourism activities is common. Most tourism developments don't offer the whole destination experience on their own. In some cases regional synergies can be predicted, planned for and supported. Consideration of cumulative impacts should be made as early as possible. When is one more development too much, and the attraction of the destination begins to be undermined?

# 1.4

## Developing in context

### What our case study research tells us

A key finding of this research is that tourism fits everywhere ... if it's appropriate to place.

This doesn't mean tourism development should be camouflaged. To the contrary, it's sometimes good to make a statement. Some case studies looked at use of architecture to do this.

Several case studies cited access as an important factor in developing appropriate to place. In natural places, difficult access might be part of the experience. In city environments many tourists won't have a car, making conventional car parking rules out of step.

### Lessons for planners

Impacts from tourism development cannot be completely avoided, but they can and should be minimised and mitigated. This applies in the design, construction and operational phases of a tourism project. Tourism development must complement and enhance the built and natural environment.

A common finding in our research is that many tourism businesses are not 100% about tourism. Spicers Peak Lodge (page 86) and Lilydale Farmstay (page 89) are both working cattle properties. Limes Hotel (page 94) and Emporium Hotel (page 96) are hotels that also attract dining and entertainment custom from locals.

For planners, a key question for any tourism development is: Is it appropriate to place? This question is explained further in **Part 2.o**. The value of good design is examined in **Part 4.o**.



Spicers Peak Lodge

# 1.5

## Enhancing setting

### What our case study research tells us

Many successful tourism developments don't just recognise or complement their setting, they enhance it.

At Lilydale Farmstay (page 89) the operators are improving the natural habitat values of the property by planting and maintaining koala corridors. This kind of environmental benefit fits well with the motivations of their guests to get close to native wildlife. Planners should think about the broader benefits, including environmental benefits, a tourism proposal may bring.

At Brisbane YHA (page 93) the traditional backpacker experience is turned on its head by the addition of a rooftop kitchen, outdoor dining area and swimming pool. All this takes advantage of a spectacular view to the CBD and Brisbane River.

### Lessons for planners

Enhancing setting means identifying the 'sense of place' around a project and designing to enhance it. Good design is key (Part 4.o). Tourism is diverse and standard designs for tourism development do not exist. Instead, adherence to design principles and process is key to developing a good design.

# Part 2.0

## The right place: enabling tourism development through ‘place planning’

A clear finding of this research is that tourism can fit almost everywhere.

What we mean by this is that if designed in context, there is a type of tourism activity or tourism development for virtually every place in Queensland, from secluded islands to underground mines.

Equally so, it is essential to recognise that tourism development is not ‘one size fits all’ and nor is it a ‘free for all’ where any type of tourism development can go anywhere. A fundamental planning principle is that tourism development must be sustainable and appropriate to the local context and character of a place and designed and operated in a way that does not compromise the values or qualities underpinning the attractiveness of a place for tourism purposes.

Tourism development must deliver sustainable tourism outcomes including genuine benefits for the local community, environment, economic, cultural and social dimensions and not just ‘development’ for the sake of development.

There’s a type of tourism for every type of place. And rather than making it hard to plan for, this makes it easy.

Thinking about tourism activity and development in terms of place makes it easier to understand the appropriateness of tourism proposals, and is recommended as a means of planning strategically for tourism.



North Stradbroke Island, Queensland—a natural place



Lamington National Park, Queensland—a natural place

## 2.1

### Tourism in natural places

Natural places are areas dominated by the natural environment. Beaches and reefs, mountains and forests are all examples of natural places. Natural places include national parks and other relatively undisturbed areas. Some privately owned land will have the same attributes. Often large areas including whole islands can be described as a natural place.

Many of Queensland's best and most popular tourist attractions are natural places. The coexistence and symbiotic relationship of tourism and the natural environment is key.

An example of tourism in a natural place is ecotourism developments near to or within national parks, offering accommodation and activities like bushwalking, fishing, wildlife watching, and tours that allow people to experience and learn about nature.

Mount Barney Lodge in South East Queensland is one example considered in this study (page 85).

Luxury hotels in natural locations increasingly feature in the Australian tourism story. Examples of tourism in or near natural places include Binna Burra Mountain Lodge (page 78), Kingfisher Bay Resort (page 79) and Kuranda Scenic Railway and Skyrail (page 81). Tourism in natural places allows people to experience and learn about the natural environment.

Best practice in environmentally sensitive design, development and operations is key for tourism in natural places. The protection of environmental values and opportunities for enhancement are as important to tourism as to the environment itself.



Rathdowney, Queensland—a rural place

## 2.2

### Tourism in rural places

Rural places are mostly used for agriculture, from less intense activities like grazing, to cropping, forestry and rural industries. Rural places are extensive in most local government areas in Queensland.

Tourism has an important and growing role in rural economies. Tourism offers an opportunity for diversification, whether as an alternative or a supplement to farming and other rural incomes. Tourism in rural areas allows people to experience a rural lifestyle and learn about rural pursuits.

Rural places provide the background to important growing market segments like adventure tourism, sport tourism and health and wellness tourism. The protection of rural character is important, as is the involvement of local communities in protecting and enhancing rural assets.

Tourism in rural places must coexist with other rural activities, principally farming, but also other high-impact activities like quarrying. Similarly, planning for rural areas must acknowledge the role for and needs of tourism.

Many rural tourism businesses also derive some of their income from farming and other rural businesses.

Examples of tourism in rural places include:

- accommodation, from luxury lodges (see Spicers Peak Lodge, page 86), to bed and breakfasts, to camping (see Mt Barney Lodge, page 85)
- farmstays, where in addition to accommodation, tourists get to experience the rural lifestyle (see Lilydale Farmstay, page 89)
- wineries
- venues for weddings, conferences and other events
- eating and drinking
- drive tourism
- adventure tourism
- health and wellness tourism.



Boonah, Queensland—a rural town

## 2.3

### Tourism in rural towns and townships

Rural townships and rural towns are small and larger settlements surrounded by rural places. Rural towns and townships have strong relationships with their rural hinterland, its economy and community.

Rural towns and townships in Queensland often have 19th century origins and forms. Typically they centre on a mixed use, low scale main street, often with traditional buildings and awnings over the footpath.

The mix of uses is often eclectic, and together with the buildings, trees and street bric-a-brac, form a character attractive to tourists.

Towns and townships have a multitude of tourism opportunities. This includes accommodation of all types, dining, shopping, tourism attractions (often featuring the history of the town or area), as well as tourist information and amenities for travellers.

Locating tourism facilities in the centre of town increases the chance that travellers will spend money in the local economy.

Protecting and enhancing small rural township character is important to the visitor experience. Enhancing the vibrancy of towns can be achieved by co-locating products and experiences to promote synergies (Dredge, 2013).

Rural town tourism is also closely linked to that of the surrounding rural places. Visitors may stay in town and visit attractions in surrounding rural and natural places.

Planners should expect and encourage a wide mix of tourism activity in rural towns and townships. In most cases, tourism development can coexist alongside traditional rural town functions and service both local and tourist populations. Tourism can provide productive use of old buildings and serve as a means of protecting their heritage values. Tourism can be supported by making straightforward or removing impediments processes for small-scale tourism activity in rural towns and townships, particularly if the tourism activity uses existing buildings.





Racecourse Road, Ascot, Queensland—a popular street in a suburban place

## 2.4

### Tourism in suburban and urban neighbourhoods

Suburban and urban neighbourhoods are predominantly residential places, of increasing density and with increasing non-residential uses in the case of urban neighbourhoods.

Tourism has a minor role in suburban and urban neighbourhoods, compared to other types of places.

Small-scale accommodation such as Airbnb accommodation, bed and breakfasts, motels and small hotels are common in suburban and urban neighbourhoods, particularly in good locations close to centres and transport. This can boost and enhance the economic resilience of these areas.

Vibrant neighbourhoods, particularly in bigger cities, frequently become attractions in their own right. Popular local centres, shopping streets, pubs and parks in turn support tourists seeking to share the same dining and entertainment venues as locals. Tourism also provides much needed additional patronage to make local pubs and restaurants viable. The broader economic benefit of tourism to successful neighbourhoods and centres should be considered by planners.



Toowoomba City Hall, Queensland—city centre  
Photo credit: Toowoomba & Golden West South Burnett Tourism

## 2.5

### Tourism in town and city centres

Town and city centres are the heart of urban communities. They are the biggest centres, with the widest range and greatest intensity of people and activity. Town and city centres are at the centre of transport networks.

The centre of a town or city is also usually the place most people think of when it is mentioned.

Town and city centres have important roles for tourism. These places are closely linked to major transport infrastructure like airports and bus or train stations, and are often the first (non-transport related) arrival point for visitors. They are also closely linked to the history of a city and offer the widest range of activities.

Major tourism infrastructure like hotels, venues, attractions, civic, sport and cultural facilities are often located in town and city centres, as are tourist information and other tourist-related services like banking and post offices.

Tourism developments in town and city centres may be as diverse as the towns and cities in which they sit. Brisbane YHA (page 93) and the Gold Coast's Hilton Hotel development (page 95) both represent city centre tourism, of vastly different scales and forms. Other examples of tourism in town and city centres are Limes Hotel (page 94), Emporium Hotel (page 96), and the Story Bridge Adventure Climb (page 97).

Tourism activity often takes place in urban buildings, the same way offices, apartments or shops would. For planning, this suggests tourism may not be treated any differently than these other uses.

Tourism provides wider job and economic flow on benefits than many other industries, so it may be appropriate to encourage an incentive for tourism development in centre locations.



Australia Zoo—a specific-use place  
Photo credit: Tourism and Events, Queensland

## 2.6

### Tourism in specific-use places

Specific use places describe a relatively small number of locations where a large single use or focus does not fit into other place types, and takes a quite different form to those other place types.

Transport infrastructure including airports, seaports and railway stations are the tourism infrastructure most likely to be described as a specific use place. Such places often include accommodation, information, dining and other non-transport uses as well.

Portside Cruise Terminal in Brisbane (page 98) is an interesting example of tourist transport infrastructure integrated with urban development. This facility came about as part of an urban redevelopment project, and has the advantage of providing day-round and week-round use of the place, in a way that a cruise-only facility would not be. There are some limitations posed by the close proximity of the terminal to other urban uses.







Theme parks can also be described as a special use place. Such large facilities don't sit well with urban land uses, suggesting a favoured location away from other place types and sometimes—as with the Gold Coast—in clusters.







Special use places for tourism have a critical role in the process and experience of tourism. They help get the tourist to the tourism, claim first impressions for a city, region or country, and may also accommodate major tourism attractions. Specific use places for tourism are large and important. They have the potential to cause impacts on other land uses and should be considered carefully in planning.

Transport infrastructure rarely has a sole tourism function, but in turn tourism needs should be incorporated into broader transport planning activity.

# 2.7

## Matrix of tourism places

Places	Natural places	Rural places	Rural towns and townships
<b>Example</b>			
<b>Description</b>	<p>Dominated by the natural environment. Beaches, reefs, lakes, mountains and forests are examples of natural places.</p> <p>Few buildings or roads.</p>	<p>Mostly used for agriculture, from grazing and cropping to forestry and rural industries.</p> <p>Dispersed buildings and roads.</p>	<p>Settlements in rural areas, with strong economic and social links with the surrounding rural communities.</p> <p>Often Australian ‘country town’ atmosphere, buildings and streets. Can be quite dense in centre.</p>
<b>Tourism experiences</b>			
<b>Common tourism land uses/developments (planning scheme definition)</b>	<ul style="list-style-type: none"> <li>• Bird hide, boardwalks (environment facility)</li> <li>• Lodges, cabins, huts and camps (nature-based tourism)</li> <li>• Island resort (resort complex, short-term accommodation)</li> <li>• Camping ground (tourist park)</li> <li>• Café, restaurant (food and drink outlet)</li> </ul>	<ul style="list-style-type: none"> <li>• Café, restaurant (food and drink outlet)</li> <li>• Wedding and conference centre (function facility)</li> <li>• Bed and breakfast, guesthouse (home-based business)</li> <li>• Pub (hotel)</li> <li>• Health and wellness resort (resort complex, community care centre, health care centre)</li> <li>• Produce stall (roadside stall)</li> <li>• Souvenir shop (shop)</li> <li>• Farm stay, guest house, motel (short-term accommodation)</li> <li>• Theme park, zoo (tourist attraction)</li> <li>• Caravan park, camping ground, holiday cabins (tourist park)</li> <li>• Winery</li> </ul>	<ul style="list-style-type: none"> <li>• Café, restaurant (food and drink outlet)</li> <li>• Wedding and conference centre (function facility)</li> <li>• Bed and breakfast, guesthouse (home-based business)</li> <li>• Pub (hotel)</li> <li>• Health and wellness resort (resort complex, community care centre, health care centre)</li> <li>• Souvenir shop (shop)</li> <li>• Guest house, camping ground, caravan park, nature-based tourism, holiday letting, motel (short-term accommodation)</li> <li>• Historical village (tourist attraction)</li> <li>• Caravan park, camping ground, holiday cabins (tourist park)</li> <li>• Winery</li> </ul>

Places	Suburban and urban neighbourhoods	Town and city centres	Specific-use places
<b>Example</b>			
<b>Description</b>	<p>Predominantly residential places, where tourism has a minor role.</p> <p>Vibrant neighbourhoods, shopping streets and signature parks can be popular with tourists.</p> <p>From single-storey houses to apartments and large non-residential buildings. Many streets, parks and infrastructure.</p>	<p>The biggest centres, with the widest range and greatest intensity of people and activity.</p> <p>The centre of transport networks.</p> <p>The place most people think of when a town or city is mentioned.</p> <p>Most intense built-up areas. Diverse mix of big and small buildings, streets and spaces.</p>	<p>Places with a large single use focus, such as airports, seaports and railways stations, or theme parks.</p> <p>Building and structures are often large and dominating.</p>
<b>Tourism experiences</b>			
<b>Common tourism land uses/developments (planning scheme definition)</b>	<p style="text-align: center;">↓</p> <ul style="list-style-type: none"> <li>• Bed and breakfast, guesthouse (home-based business)</li> <li>• Pub (hotel, bar)</li> <li>• Souvenir shop (shop)</li> <li>• Hotel, motel, backpackers, holiday letting (short-term accommodation)</li> <li>• Racecourse, sports stadiums (major sport, recreation and entertainment facility)</li> </ul>	<p style="text-align: center;">↓</p> <ul style="list-style-type: none"> <li>• Café, restaurant (food and drink outlet)</li> <li>• Hotel, motel, backpackers, serviced apartments, holiday letting (short-term accommodation)</li> <li>• Convention and exhibition centres, casino (function facility, resort complex)</li> <li>• Pub (hotel, bar)</li> <li>• Souvenir shop (shop)</li> <li>• Art gallery, museum (community use)</li> </ul>	<p style="text-align: center;">↓</p> <ul style="list-style-type: none"> <li>• Café, restaurant (food and drink outlet)</li> <li>• Pub (hotel, bar)</li> <li>• Souvenir shop (shop)</li> <li>• Hotel, bar</li> <li>• Conference centre (function facility)</li> <li>• Theme park (tourist attraction)</li> <li>• Railway station, airport, cruise terminal (air services, utility installation)</li> </ul>

# Part 3.0

## Planning for the unexpected: tourism and plan-making

Planning for tourism needs to happen at all levels: national, state, regional and local. The state government has an important role to play in defining how tourism can contribute to the economy and identifying major tourism generators. Regional planning can be used to identify specific tourism hotspots throughout the state, as well as the unique tourism attributes that should be encouraged or protected within each region.

Local planning has arguably the most influential role to play, particularly through local government planning schemes. Long-term visions and goals determined by the strategic framework, as well as the intent and benchmarks for development within each zone, shape the types, scale and extent of tourism development possible within a local government area.

Most importantly, communication between all three levels is essential as each has a valuable role and information to contribute. Both top down and bottom up approaches have value when planning for tourism and this needs to be recognised.



Mossman Gorge, Queensland—a natural place

## 3.1

### Tourism planning

Tourism planning occurs at national, state, regional and local levels. Sometimes tourism planning focuses on a particular destination or market, and other times on a particular segment of tourism, like ecotourism or drive tourism.

Tourism planning is a well developed specialty and it is not necessary for planners to become experts in this field. However, planners can make themselves aware of tourism planning activities and use this resource to inform their planning schemes and planning decisions. Where possible, planners should input into tourism planning processes to provide a feedback loop to tourist planning agencies, informing them about the land use planning dimensions of tourism.

At the interface between tourism planning and land use planning there are a few distinguishing features that should be understood.

First, land use planners must recognise the role of both top down and bottom up approaches to tourism development. Sometimes tourism development can be the result of forward planning, but more often projects are the result of entrepreneurial opportunity. Expect the unexpected and build planning policies in a way that provides a practical and flexible framework for assessment of tourism proposals.

Secondly, land use planning is often about the long term. Tourism responds to long-term trends too, but also to market changes which are much quicker. Tourism is a dynamic industry.

Finally, while existing tourism development can be identified and mapped (this is useful for the 'protection' of tourism sites) and strategic sites and precincts may be identifiable, it is not always possible to predict where future tourism development will occur. Tourism fits almost everywhere.

## 3.2

### Statewide tourism planning

At the state level, the Queensland Government sets high level policies guiding tourism.

*DestinationQ* is a partnership between the Queensland Government and the tourism industry. Annual forums are held to guide the development and monitoring of the state government's progress towards achieving its 2020 targets.

State-wide planning policies have also been prepared through the state planning policy (SPP). This document integrates all of the Queensland Government's planning interests—including the state's tourism interests—and outlines how competing interests are to be addressed. Local governments must reflect this policy when undertaking their own planning.

There are also many reports and documents the state government produces about trends, market sectors and market characteristics. The Commonwealth also has roles and responsibilities for tourism including the National Tourism 2020 Strategy.

*Next Generation Tourism Planning* supports the SPP and is, in itself, a part of the statewide approach to tourism planning.





Train journey in Far North Queensland

*Photo credit: Tourism Australia*

# 3.3

## Regional tourism planning

Several mechanisms exist to develop and express tourism planning strategies at the regional scale.

### Regional tourism plans

Regional tourism planning is generally led by a number of stakeholders such as the State Government, Regional Tourism Organisations, and the Queensland Government’s tourism agency, Tourism and Events Queensland (TEQ).

TEQ have produced a series of regional tourism plans and strategies, primarily to support investment attraction and to provide direction on growing markets. These are detailed below.

**Destination Tourism Plans** —five-year tourism strategies for eleven key tourism destinations (for example, Tropical North Queensland, The Whitsundays) across Queensland. Marketing and promotion activities are identified by the strategies, as are opportunities for growth and improvement, industry development and catalyst projects. Tourism trends and

the contribution that tourism makes to the economy are also acknowledged by these plans as a driver for proper planning and considered development.



Destination tourism plans—Tropical North Queensland and Gladstone Region

## Regional plans

Queensland has more than two decades of experience preparing regional plans. These plans provide an overarching strategic framework for how a region will grow and respond to change over time. They often include strategies on other matters such as land use, transport, economic development, environment and community development, and as evidenced in the new SEQ regional plan - ShapingSEQ, where a greater focus has been applied to economic development, including the promotion of tourism as a key sector of a region's economy.

Historically tourism has been underrepresented in regional plans, however, with a renewed focus on delivering more integrated regional frameworks, obvious new opportunities exist to embed tourism more strongly in other regional plans in the future. This will ensure local and state government planning, or other initiatives such as economic development plans, government planning schemes and other state planning initiatives, respond to these opportunities to deliver successful tourism development.

Identifying infrastructure assets and requirements to support the tourism industry is also a role that can be played by regional plans.



Regional plans—Shaping SEQ and Cape York

## 3.4

# Local tourism planning, including local government planning schemes

### Local tourism plans

Tourism planning at the local scale provides critical local context. Queensland councils alongside local tourism groups sometimes prepare tourism plans for their local government area and sometimes for smaller areas or for special tourism features and assets.

Other local government plans—particularly economic development strategies—provide an excellent opportunity to state tourism goals alongside broader policy objectives. Local government planning schemes are another essential channel for tourism planning and these are addressed separately in the section below.

Like most planning processes, local tourism plans are best developed in collaboration between government, industry and community. Different departments within a council must be engaged, including those responsible for land use planning. Linking tourism strategies to corporate and capital works plans provides a potential means for funding and implementing tourism-supportive projects.

### Local government planning schemes

Local government planning schemes are probably the most important level of statutory planning in Queensland. They express planning policy that integrates state, regional and local intentions, and include most of the planning regulations that development is assessed against.

According to the Tourism Research Australia, 9 in 10 tourism businesses in Queensland are classified as small businesses. It is important for local governments to understand the influence and potential impacts their planning schemes can have on the operation these small scale tourism activities, as well as the larger scale one. As with other forms of development, local government planning schemes have the ability to enable tourism development by encouraging tourism in their strategic frameworks and in a range of zones and, tailoring the requirement for approvals and assessment benchmarks, as well as fees and charges in a way that are clear, achievable and realistic for tourism development.

Planning schemes can facilitate sustainable tourism development in three key ways:

Planning schemes can facilitate sustainable tourism development in three key ways:

1. They can be flexible and risk tolerant to respond to the market and cater to the needs of the tourist by providing for tourism development—accommodation types, attractions, support facilities, infrastructure and other supporting services.
2. They can recognise, protect and enhance the setting, character, sense of place, identity and key features, assets and values that make a place or destination attractive for tourism.
3. They can encourage and make it easier for sustainable tourism development to happen, including influencing development costs and providing flexibility in the planning scheme.

The Queensland Government’s clear direction is for planning schemes to support appropriate and sustainable tourism development opportunities, and to protect the social, cultural and natural values underpinning tourism.

A planning scheme can be drafted to support tourism development by following the guidance outlined in the box below. More detail provided on the pages following

## Guiding principles for drafting a planning scheme

### General

- Recognise that tourism development can complement, enhance and improve the setting, character, natural values and economic vitality of a place and community.
- Tourism development and activity involving the natural environment should be symbiotic with the values of nature, and promote the conservation and enhancement of the environment. Developments involving conservation areas are to adopt ecotourism principles as outlined in the *Queensland Government's Ecotourism Plan 2016–2020* (QTIC, 2013) and Ecotourism Development Toolkit (DTMESBCG 2016).

### Strategic framework

- Recognise the strength and importance of the strategic framework to facilitate diverse tourism opportunities in a range of place types and land use settings. Telling the 'tourism story' or tourism vision through strategic commentary provides the head of power and policy direction for the planning scheme.
- Establish the overall tourism development objectives and policies that recognise the importance of tourism to a sustainable economy and the importance of the values that underpin tourism. These are articulated through a strong strategic framework that clearly outlines what tourism aims to achieve and how to deliver these desired outcomes.

### Zoning

- A single tourism zone may be useful to protect an existing tourism development, larger or specialised tourism uses, cluster of uses or where regional synergies can be predicted and planned for. However, a single tourism zone will not deliver on the planning scheme's full potential to respond to rapid market changes, entrepreneurial projects and emerging trends. Tourism needs to be facilitated across a broad range of zones and place types.

### Categories of development and assessment

- Avoid creating unnecessary regulatory impediments for appropriate tourism uses. This means being risk tolerant and ensuring categories of development and assessment are consistent with the policy intent and directions in the strategic framework and zones.
- Planning schemes should be cognisant of the impacts on commercial viability for tourism development, and the need to keep up with changing market demands.

### Assessment benchmarks

- Given the diverse range of tourism development, size, locations and impacts, overly prescriptive requirements will be difficult to apply and could lead to undesirable outcomes. There is a need to ensure the assessment framework provides for flexibility, while articulating the key values of a place that need to be protected.

### Incentives

- Provide incentives to encourage sustainable tourism development and make it more economically competitive—consider especially infrastructure discounts/subsidies and lower levels of assessment wherever possible.



Skyrail experience near Cairns, Queensland



Plants for sale at the Eumundi Markets, Queensland

## Strategic framework

The 'strategic framework' is the strategic plan in a planning scheme and is the place to start. A strategic framework can 'tell the story' about tourism in the local government context, both the story now and the story we want to be reading in a generation's time. The strategic framework is an opportunity to set a tourism vision or reflect an already established local or regional tourism vision in a statutory plan. The strategic framework is one of the most important ways to support tourism development in the planning scheme.

Strategic frameworks also have a critical role in development assessment. The strategic framework is the highest test for impact assessable development applications in the planning scheme. It is likely to be used when unanticipated development is proposed (not uncommon for tourism development), when zones and codes provide insufficient guidance to decision makers, when there is conflict or tension with the scheme.

The strategic framework is a place to articulate planning strategy but also a place in the planning scheme where some flexibility can be inbuilt. This is after all, strategic planning. A planning framework that can assist with this—and which is ideal for enabling and explaining tourism development policies—is to use a 'place planning' approach in the strategic framework. This is explained more fully in **Part 2.0**.

A strategic framework that supports and promotes the tourism industry should identify the type, scale, location and form of tourism development that is desired, by:

- describing the realistic aspirations of where a local government wants tourism to occur in the future and how it intends to achieve these aspirations
- making clear the priority placed on tourism development describing the social, cultural and natural values that underpin tourism and ensure their protection
- describing the values, qualities and standards expected of sustainable tourism developments in different places to ensure they protect values and are compatible with the uses
- considering and reflecting the findings of tourism planning activities and any community consultation activities. Examples of tourism
- planning activities include existing or future tourism opportunity plans, destination management plans, destination tourism plans or LGA specific tourism strategies/studies including land use strategies to support tourism development at a range of scales and level.
- providing the overarching policy position to consider development proposals which are complex or innovative in nature
- using mapping and graphics to explain preferred patterns of growth and change to illustrate how the land uses and spatial development patterns of the local government area will look in the future.

The location and scale of an area potentially appropriate for tourism development can be determined by consideration of a number of factors including, but not limited to:

- proximity to existing tourism assets, attractions and facilities
- existing compatible land use, infrastructure and services
- character and amenity



- visitation characteristics for the locality
- access including transport opportunities
- capacity to accommodate a mix of uses that complement tourism development existing potential synergies between tourism related land uses, products and activities to create a richer depth of visitor experience

It is common to write into a strategic framework policies describing and seeking to protect the ‘sense of place’ of a community. This holds true whether the context is a predominantly urban or rural or natural landscape. It should be realised that protecting ‘sense of place’ and the urban and landscape values of a place is also essential to supporting tourism. Tourism relies in part on the qualities and attributes of a place to derive tourist experiences. Protecting place then, is an economic imperative as well as a social and cultural one.

Example strategic framework content is included in **Part 5.1**.

## Zones

Zones are a familiar part of planning schemes to many people.

It is possible for existing tourism developments to be identified and placed in a separate tourism zone. This gives clear indication that tourism development is the dominant use of land, and can afford a level of protection from redevelopment or encroachment by other land uses that may weaken or undermine short- or long-term tourism activity in an area identified as important for tourism. Beachside caravan parks are a land use that may benefit from such protection.

It may also be possible to identify some sites proposed for or strategically important to future tourism development. These may also be located in the tourism zone. Such sites are not necessarily suitable for immediate development but instead might be identified to facilitate long-term protection of land for tourism purposes when economically appropriate and might be identified owing to their special:

- accessibility
- uniqueness
- setting
- tourism activities and amenities
- supply of land
- suitability in a land use context
- capability
- size
- function (WAPC, 2013).

However, tourism is an activity that can fit everywhere, often alongside other land uses. It is often difficult to identify in advance properties that are likely to be developed for tourism, and to do so incorrectly may unfairly disadvantage landowners who may have alternative and legitimate plans for the site. Forward zoning of tourism sites is likely then to be the exception rather than the rule.

It is also possible to identify tourism precincts within other zones where tourism development is likely to occur or is to be encouraged or incentivised. The Western Australia Planning Commission (2013) describes tourism precincts as 'localities of tourism value or amenity that incorporate or have the 5As of tourism destination development: attractions, accommodation, access, amenities and activities'.

Tourism precincts may require more detailed planning to identify specific tourism accommodation sites, complementary supporting land uses and tourism infrastructure (which can be planned for in an integrated manner) (WAPC, 2013). Areas flagged as suitable for ecotourism or key supporting facilities for drive tourism could be identified in this way.

They can identify opportunities for the clustering of activities to take advantage of synergies between various uses. For example, a precinct in the rural zone could assist in streamlining the development of nature-based tourism, including ecotourism activities and rural tourism. Precincts could also be useful to identify suitable locations for hotels, especially large scale developments.

Precincts may also be used to identify specific areas for tourism development and can vary the zone provisions in relation to height, gross floor area and categories of development and assessment, etc. This may be appropriate for existing tourism developments in rural areas, coastal and natural places where it is considered desirable to maintain these areas in the predominant rural or environmental management zones, as opposed to a separate tourism zone.

To provide greater flexibility and to optimise the planning scheme's potential to promote tourism, it is better to provide for and embed tourism across a broad range of zones supported by overall outcome statements that make this intention clear and with appropriate categories of development and assessment that take a risk tolerant approach.

Example planning scheme content related to zones is included in **Part 5.2**.

## Local plans

Local plans are planning scheme mechanisms that can be used to encourage and provide support for specific land uses within a particular area. What is critical to their success is defining the local context and establishing both categories of development and assessment and assessment benchmarks that will enable land uses that will progressively change the area to align with the local vision. Local plans can vary in scale, but typically relate to smaller areas with a particular vision or prevailing built form.

For each local area, tourism development may play a different role. In an area that is resource focused, tourism development might be only a minor consideration that provides little input into the local economy, limited to only one or two different development types or signature developments. A local plan may support these developments where appropriate, but not necessarily encourage future expansion or additional developments. An example of such an area might be a resource town, which also includes an historic museum and visitor centre.

For other areas, tourism development could be one of a number of land uses that supports the economy. In that instance, a range of tourism development types might be supported by a local plan, the scope of which will depend on surrounding developments and how they interact. Future tourism development might be encouraged, as well as the protection of existing tourism developments of significance. An urban centre such as Toowoomba, which includes a number of short-term accommodation options and tourist attractors, but also includes commercial, retail and residential developments, is an example of such an area.

A local plan can also be used to promote tourism development as the dominant land use for an area, as a form of tourism precinct. For example, natural attractions can act

as a common pull for tourists, which can benefit a network of tourism developments that support one another, that is, short-term accommodation options in collaboration with interpretive centres, activity centres, dining opportunities, etc.



Local plan precincts—Draft Brisbane City Plan, Bulimba, Queensland



Zones—Draft Brisbane City Plan, Bulimba, Queensland

## Overlays

Overlays are another tool that could be used to support and enable tourism development. However, the use of overlays can create additional layers of complexity in development assessment which can unduly frustrate tourism opportunities.

Overlays can be used to identify areas that are sensitive to the effects of development and existing or potential assets, features and areas that require protection. Often, these values correspond to things that are important for the tourism industry.

Overlay codes can be structured to support appropriate tourism developments in relevant overlay areas. For example, recreation spaces in low risk flooding areas, lookouts, short-term accommodation and tourism activities in areas of scenic amenity or historic museums or educational facilities in heritage overlay areas.

It is also important to ensure that relevant tourism developments are not unduly constrained by overlay provisions. The planning scheme should also remain flexible enough for local government planners to apply discretion in identifying compatible tourism uses within the raft of overlays provided by the planning scheme.

Caution should be needed if trying to establish a definitive 'tourism asset' overlay map. Mapping key tourism resources can often limit the opportunity for developers to identify appropriate sites for innovative tourism developments. The scope and diversity of tourism products is such that the development potential of a site for an innovative tourism development might be

overlooked during the mapping and analysis process. It is likely to be more important to recognise and embed the consideration of tourism potential more broadly across other relevant overlays, for example: landscape heritage, scenic amenity, biodiversity areas, coastal protection and water resource catchments.



Overlays—Draft Brisbane City Plan, River Flooding Overlay, Bulimba

## Categories of development and assessment

To enable sustainable tourism development, a planning scheme should ensure that categories of development and assessment for tourism development are risk tolerant and set at the lowest level possible to encourage appropriate development. In most cases it is likely that code assessment will be an appropriate mechanism, although for minor developments, particularly in existing tourism areas, consideration should be given to making development 'accepted'.

Impact assessment should only be applied to large-scale proposals, or for unanticipated development. Again, the use of 'place planning' (**Part 2.0**) provides a mechanism to outline expectations to describe different places, and typical or suitable types of tourism development likely to be found within them. The strategic framework could include some provisions or tests specific to tourism to assist with the assessment of tourism developments not envisaged by the planning scheme.

For example, a farmstay development in a rural place is likely to be entirely consistent with the characteristics of the place. Making development accepted or possibly code assessable up to a certain scale is likely to be appropriate. Ecotourism development in a natural place (for example, near a national park) should be treated in a similar way. Again, the use is clearly in keeping with the values inherent in the place.

Indicative categories of development and assessment for tourism developments within particular zones are included in **Part 5.3**.

## Assessment benchmarks

Assessment benchmarks are the requirements or performance outcomes against which development is assessed. Generally, these are presented as a 'performance' based code. Variety in the type, size, design and context of tourism development suggests it is unlikely that acceptable solutions have a major role in regulating tourism aspects of development. Instead, overall outcomes and performance outcomes will be critical. These must be aligned to the tourism policies and strategies written into the strategic framework. Some councils may choose to have specific use codes, for example: short-term accommodation code. Alternatively, reliance on zone codes through overall outcomes and performance outcomes may be sufficient.

Planning scheme codes need to embrace a level of flexibility that allows tourism developments to respond to market demand, allow for creativity and innovation and ensure that tourism projects are commercially viable (QTIC, 2013). As such, code provisions need to be performance-based, focusing on the good outcomes they are seeking to achieve. In doing so, assessment benchmarks should clearly align with the strategic framework and reflect the relevant tourism interests that it promotes.

Benchmarks should focus on the important values of the place (whether environmental or character based) that need to be protected. They should also focus on clearly expressing the character, built form and urban design outcomes intended. That way, a range of potential tourism developments may be possible, subject to meeting these essential tests.

## Local government infrastructure planning

Planning should identify and prioritise infrastructure with tourism benefits. Such infrastructure could include everything from boat launches to walking trails, or a longer airport runway.

Planning schemes identify in advance certain required or 'priority' infrastructure that is needed to support development in accordance with development infrastructure requirements defined in the *The Planning Act 2016*. Examples include new or upgraded roads and transport connections, water and sewer infrastructure, and community facilities. Most infrastructure is multi-function, serving many types of business and community activities, but some tourism-specific infrastructure may also be identified and this can be included in the local government infrastructure plan component of the planning scheme. Consideration of tourism functions could increase the benefit of certain infrastructure and assist in infrastructure prioritisation decisions.

Local governments should consider the real demand of land use in different settings and apportion charges accordingly. For example, short-term accommodation in a rural setting may not generate the same demand on infrastructure compared to the same use in centres.

## Infrastructure charging

While local government infrastructure plans identify to costs of providing infrastructure, the maximum charges they can levy is set by the State Government through the planning regulation, and discounts or rebates on infrastructure charges for tourism development should be seriously considered by local governments as a means to encourage sustainable tourism development (**Part 3.6**).

## Planning scheme policies

Planning scheme policies are documents that support the policies and assessment benchmarks contained in the planning scheme. They can be useful to explain additional information required of applicants and to provide best practice exemplars on guidance to illustrate the outcomes the scheme is looking for.



Rural setting near Goondiwindi, Queensland

*Photo credit: © Toowoomba & Golden West South Burnett Tourism*

## 3.5

### Checklist for plan making

The following checklist has been developed following a review of numerous tourism development guidelines to assist planners preparing local government planning schemes. The checklist can both inform plan making in the early stages, as well as acting as a checklist at the end of the drafting process.

#### General

- Does the plan consider the findings of tourism planning activities undertaken for both the local and regional area, as well as national policy documents?
- Has the plan taken into consideration future trends and changes (including both growth and decline) in volume, distribution and type of tourism activities?
- Has the plan considered how best to respond to growth and increased demand for tourism developments, in order to spread the benefits and diffuse the pressure of such growth?
- Has the plan identified the likely implications of future trends in tourism development for land use, labour supply, traffic and the transport system?
- Has the plan considered/recognised ways that tourism development can contribute to other objectives for the area, including economic growth, conservation and regeneration?
- Has the plan considered the potential environmental and community impacts of tourism development and how to avoid/mitigate them and enhance values?
- Did community consultation play a large part in the drafting process of the plan and does it present a shared tourism vision?

#### Strategic framework

- Does the strategic framework identify the main tourism assets and unique attractions of the area and how they are to be protected and managed for the use and enjoyment of visitors over the lifespan of the planning scheme?
- Does the strategic framework reflect the tourism state interest objectives and policies for a local planning instrument?
- Does it resolve or provide direction on competing issues or land use conflicts?
- Does the strategic framework include strategic outcomes to strengthen the business environment for operators and enhance the visitor experience?
- Does the strategic framework identify to the extent practicable what tourism development or 'product' types are intended and enable developments that are crucial to meeting the tourism demand in the area? Is there encouragement and support for land owners, developers and operators to seek tourism opportunities that assist in meeting this demand?
- Does the strategic framework include an outcome that encourages innovative or unique tourism products, activities and experiences and provide flexibility to support this, including in the more detailed provisions of the planning scheme?



- Does the strategic framework facilitate tourism opportunities by ensuring their protection against competing interests and incompatible development?
- Does the strategic framework demonstrate that tourism developments are often compatible with a mix of land uses and are supported in these instances?
- Has the planning scheme dealt with existing tourism attraction or other large tourism development (for example, resort complex or, caravan park) in a way that ensures it can continue to operate, expand and adapt without encroachment by or conflict with other development, to the extent appropriate?
- Do the provisions allow for compatible tourism developments, for example, are appropriate tourism opportunities afforded in rural and environmental areas where there is land use compatibility?

### Zoning, local plans or overlays

- Does the plan include provisions that support and actively encourage tourism and supporting development as a complementary and compatible land use and across a broad range of zones?
- Does the plan, through its categories of development and assessment and assessment benchmarks, support tourism oriented development that promotes amenity, economic growth, environmental protection and appreciation and existing cultural values?
- Does the plan identify ways that tourism development can integrate with its surroundings or manage impacts appropriately?
- Does the plan include flexibility, to allow for innovative tourism products and those developments that can be considered neither urban nor rural in nature?
- Does the plan identify key tourism assets (both existing and future potential development opportunities) that should be protected to support the continued growth and success of the tourism industry?
- Is there adequate protection of sensitive land uses (in particularly to the natural environment), in order for tourism development to thrive on and promote the scenic amenity and natural values of these environmental assets?

*Adapted and compiled from QTIC, 2013; WAPC, 2013; DSDIP 2013b; DCLG, 2006.*

## 3.6

### Incentives

Economics of development can sometimes mean that non-tourism development provides better short-term returns to developers than tourism development. For example, an office tower in a city centre may outperform returns from a similar building functioning as a large hotel. Conversion of beachfront tourist accommodation to permanent residences might be lucrative. This does not mean that the need for the hotel or accommodation does not exist. To the contrary, the tourism economy may depend on it and by the community's broader interests may rely on it.

Tourism can be given support in planning encouraging tourism development, or planning protection of existing identified tourism assets. This is important as tourism provides wider job and economic flow on benefits than other industries.

Incentives can be attractive for local governments seeking to promote tourism and tourism development. Incentives may be appropriate for encouraging and facilitating bona fide and quality tourism developments that are to be established in the short term, but not for people who wish to sit or trade on value added approvals.

Because the Queensland planning system is a performance based one, it is difficult to use simple 'bonus' incentives for development parameters such as gross floor area/plot ratio, building height or the like. This is because these metrics typically appear as 'optional' acceptable outcomes. The test for any development is primarily against performance and overall outcomes that describe desired and acceptable forms of development. In effect, this means there is no 'bottom line' from which to negotiate or reward a particular development type. For example, if a place or zone expresses intention for built form outcomes of a certain scale, bulk and intensity, there is no requirement to deliver the plot ratio stated in an accepted outcome. Any development (whether or not for a tourism purpose) of

a greater plot ratio can be put forward and tested against the performance outcomes. For this reason, it is important that planning schemes generally establish outcomes that anticipate or can comfortably accommodate tourist development as well as traditional uses.

Different types of incentives are available to local governments. Here we have put them into two main categories that are likely to be most effective.

**Land use incentives** might include setting categories of assessment as low as possible for desirable activities or expansion and adaption of existing facilities, and allowing for the emergence of other land uses that support the primary land use. For example, a caravan park might be supported by a small shop, or a farm by a farmstay and a cheese shop, without need for costly further approval processes.

**Decreasing project costs** are another area for incentives opportunities. This could be done through:

- applying lower car parking rates
- infrastructure charging subsidies (targeting tourism over other forms of development)
- direct subsidising of infrastructure
- discounts in infrastructure charges (for example, 50% discount if project starts in one year following approval)
- staging or deferred payment scheme
- bonding and returning full or part payments once works completed
- general tax or rate relief
- streamlining and timing through:
  - council 'fast track team' to prioritise development assessment
  - up front due diligence identifying 'investor ready' land
  - partnering across three levels of government to facilitate development.

There are lots of options for incentives, which represent an investment in broader economic outcomes, and can be used as a ‘carrot’ for not just any development but good quality, sustainable tourism development of the type advocated by this document.

Redevelopment of old or out-dated tourism buildings and infrastructure, as well as ‘new’ development, should not be forgotten when devising incentive programmes for tourism development.

### Key questions for planners

When drafting incentives for tourism development, planners will need to consider the following key questions:

1. What are the possible tourism incentives that could be used to encourage and facilitate tourism development in the local government area?
2. What types of tourism developments should incentives apply to?
3. Under what circumstances should incentives apply?
4. How can tourism incentives best be implemented, looking at planning scheme and non-planning scheme measures?
5. How is it best to maintain and document transparency in applying incentives?
6. Is there a requirement for monitoring of outcomes and success?

# Part 4.0

## The value of good design in tourism development

Tourism developments can bring a number of economic, environmental and social benefits to their local community, region and wider area. Good design plays a key role in producing these outcomes, often through responding to the natural setting and identified tourism needs.

Having a good design process that is thorough, consultative and innovative is key to realising the full potential of a sustainable and successful tourism development.



Gallery of Modern Art, at South Bank on the bank of the Brisbane River, Queensland

# 4.1

## Good design

A fundamental premise of this document is that sustainable tourism development provides economic, environmental and socio-cultural benefits (page 8), and should be enabled through planning. Achieving sustainable tourism developments may be supported by ensuring development: knows the needs of the tourist; creates experience; is developed in context; enhances setting; and utilises good process (pages 10–13).

Good design has a critical role in realising all of these goals.

### The economic benefits of well-designed tourism developments

In the end, tourism is a ‘commercial activity that depends on how attractive it is to visitors’ (DCLG, 2006). Attractive, memorable, and financially successful tourist developments do not happen by accident, and will be supported by well-designed buildings, facilities and infrastructure, and indeed, well-designed experiences. Good design ‘makes for a comfortable and pleasant life rather than a mere existence’ (SATC, 2007).

Design of tourism developments—whether buildings or furnishings, car parks or landscaping—is fundamental to building upon sense of place and enhancing setting. Enhancing a setting might be achieved in many ways, from making a bold architectural statement, or designing to bring visitors close to and feel part of a natural setting, but the common theme is design as a creative and a productive process to help find and detail the right solution.

Accessibility needs to be regarded as an integral part of the service sector and be integrated into visitor facilities, products and services, ideally from their inception. With demand for inclusive tourism growing, this inclusiveness can make the difference between winning and losing visitors, for both our tourism operators and our destinations. In 2016, the Queensland Government released the Inclusive Tourism guide as resource to assist tourism operators in embracing the tremendous opportunities

inclusiveness presents for business growth. The Inclusive Tourism guide can be found at <https://publications.qld.gov.au/dataset/17b42867-6d17-4e5a-9d63-b17e33271fc2/resource/6edc79fe-36ff-4cb1-a8e2-6ca2658dobe7/download/inclusive-tourism.pdf>

One important design feature to the success of any tourism project is that it is ‘easy to reach, successful in attracting visitors and encouraging them to return’ (DCLG, 2006).

Access that is convenient and effective is particularly important as ‘by definition, visitors are often unfamiliar with the building and its environs’ (DCLG, 2006). The journey is the first impression and well-designed access is a key factor for success.

Finally, as much as the setting and experience of a tourism development and destination, the design of a tourism development can provide a vital input to a project’s marketing and public image.

### The environmental benefits of well-designed tourism development

Environmental impacts of tourism occur at development, construction and operational stages of a project. Good design is key to minimising impacts at a time in the development process where changes can be achieved more quickly and cost effectively.

Designing in context (page 12) is critical. Tourism development must ‘complement and improve the wider built and natural environment’ (DCLG, 2006).

Good design of buildings and facilities plays a big part in reducing environmental impacts of development, be they: energy use, water consumption, waste, transport, loss of natural habitats and biodiversity, or other effects.

Tourism development can also have a role in improving environmental values ‘on the ground’ and enhancing community awareness and appreciation of the environment.

Interpretative and educational experiences with an emphasis on the natural environment should be pursued. That is, tourism development, when done well, can have positive environmental benefits. Everyone wins.

### The social and cultural benefits of well-designed tourism development

Well-designed tourism developments offer social and cultural benefits to both visitors and locals. Tourism development can celebrate and bring to life the social and cultural identity of a place.

Considerations include:

- minimising visual, noise, congestion, privacy and other amenity impacts
- providing interpretive and educational experiences with an emphasis on local culture or history
- safe, healthy and secure developments and environments
- local employment and support for local economies including diversification.
- building new facilities accessible to non-tourists
- overall vitality and viability of town and city centres (DCLG, 2006).

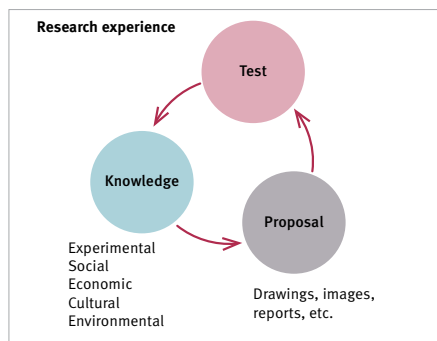
### Realising good design through the design process

A good design process is essential to realising economic, environmental and socio-cultural benefits in tourism developments. Just as with tourism generally, design is not a 'one size fits all' activity. But this doesn't mean all designs won't benefit from a rigorous and thoughtful process. Good designs usually result from a collaborative and often iterative process, involving client, designers, other experts, local government and sometimes other community members.

Tourism Western Australia's QuickStart Guide to a Tourism Business suggests a four-step process suitable for tourism development

in natural settings, but this guidance has relevance to other place settings too.

1. *Site analysis—including the Importance of environmental awareness and responsiveness. Consider a broad range of environmental factors and issues (climate, aspect, topography, flora, fauna, amenity, context—historic, scenic).*
2. *Master planning—make broad decisions regarding size, planning relationships, sequence of development and intended character of a project. Consider zoning, circulation, parking, building density type and layout, activity centres, landscaping and staging.*
3. *Architecture—imagery. Should result from masterplanning and site analysis. Each site is unique and has its own characteristic imagery (for example, urban v. rural context). Need for sympathy and consistency in details (study site and surroundings).*
4. *Detail control management—such as signage, fencing, roadways, parking, pathways, BBQ and picnic facilities, information bays, shade shelters, services, rubbish bins, street furniture, lighting, swimming pools and maintenance plan. (TWA, 2006d)*



A design process can be as simple as gathering knowledge (about the site, place, etcetera.), developing proposals and then testing them against the project objectives and all relevant policy and principles. A feedback loop is created whereby testing adds more knowledge and the proposal is refined and improved. (SATC, 2007)

# Part 5.0

## Using model tourism planning provisions in local government planning schemes

This chapter provides example planning scheme provisions showing how the State Planning Policy (SPP) state interest—tourism and the concepts in this document can be implemented in a planning scheme.

These provisions are designed to make it simple for local governments to support tourism through planning, and reflect tourism state interests. They can be readily modified to reflect local circumstances.

The model planning scheme contents should not be seen as the only way to appropriately reflect tourism state interests. There will be variation in approach to reflect the many different forms of tourism and the unique qualities, opportunities and aspirations for each region and local area.





Birdsville Races —an example of event-based tourism

Photo credit: © Tourism and Events Queensland

DUMBA'S  
BUCKS BASH

# 5.1

## Strategic framework

The following sections of this document describe how tourism and tourism state interests can be captured within a strategic framework reflecting a typical structure for this component of a planning scheme.

The strategic framework can be used to describe existing and potential tourism assets and features. Where considered appropriate, conceptual mapping identifying tourism assets can be included. The method of identifying tourism assets will depend on the local context—assets and features may be specifically identified in the scheme for their tourism values, or a broader recognition of the assets in the planning scheme more generally. For example, areas of high scenic amenity and landscape character or high-quality transport routes are important to tourism, but they are also important in a broad range of other contexts (QTIC, 2013).

### Strategic intent (hypothetical)

The strategic intent is a series of locally contextualised statements that describe the aspirations for the future development of the local government area (LGA).

The strategic intent tells the ‘tourism story’ or sets a tourism vision for the LGA and will be unique to the qualities, strengths and aspirations for each region and LGA. Some examples of hypothetical strategic intent statements for tourism are included in the information that follows.

- The LGA contains World Heritage-listed natural assets including mountains, forests, beaches and reefs. Other valued qualities include regional recreation resources, high scenic amenity and landscape character and small villages with rural charm. These values and features are important to maintaining the lifestyles and wellbeing of residents and visitors and the ecological sustainability of the region as a whole. They are also the foundation for the further development of a vibrant and sustainable tourism industry that celebrates and supports the region's unique qualities and tourism assets. It is important these assets are protected for their many values and can be accessed and enjoyed by residents and visitors.
- The LGA will continue to maintain and grow its reputation as one of the best winery and regional cuisine destinations in the world. Development supports and enhances drive tourism routes and focuses tourism support facilities and services in existing rural towns to provide economic diversity, choice and enhanced visitor experience.
- All types of short-term accommodation particularly hotels, backpacker accommodation, serviced apartments and motels are strongly encouraged and supported in rural towns. Farmstays, bed and breakfasts, cabins and camping grounds are encouraged and supported in rural and natural places.
- The built, cultural and heritage tourism assets for the LGA include small rural towns and villages, history and heritage, antiques and art galleries, wineries and regional cuisine, community culture, events and festivals. Tourism development provides for the protection and promotion of these cultural and heritage values including interpretive and educational experiences and enhanced visitor experiences.
- The LGA is recognised as the lifestyle and leisure capital of the Asia Pacific. The city and its tourism precincts are safe, well serviced and uniquely subtropical in design. The LGA is renowned for the sustainable management of its natural and built environment, the vibrancy and depth of its service economy, the wellbeing of its community and its unique sense of place as a thriving and dynamic resort destination. Tourism development provides for nature-based and ecotourism experiences in the rural hinterland, adventure-based attractions, marine and water-based activities, business and events tourism, new and enhanced theme parks and health and wellbeing services, including medical and spa tourism.
- The LGA is recognised as the 'gateway to the Queensland outback' and a genuine Australian destination. The LGA is characterised by spectacular and contrasting landscapes and a diverse natural environment including sand dunes, flat channel country, rich red dirt, spinifex, savannah, waterways, mesas and buttes, and large areas of national park. Other valued qualities include ancient Indigenous cultural heritage, the rich rural history of the region (including cattle, sheep, mining and pioneering heritage) and a relaxed country lifestyle. Tourism development supports and promotes diverse tourism experiences based on the unique values, assets and attributes of the region including opportunities for palaeo-tourism, astronomy, bird watching, gem fossicking, four wheel driving, in-land fishing, ecotourism, farming, agriculture and local produce.

## Themes

The following themes, which are commonly used in strategic frameworks, are potentially relevant to tourism:

- community identity and diversity
- natural environment
- natural resources and landscape
- economic development
- infrastructure and services

To avoid policy tension or conflict in the strategic framework, it is recommended to provide for tourism uses across a range of themes. Where tourism falls under other themes, ensure that tourism interests are recognized as part of a complementary land uses.

Alternatively, consideration could also be given to having a separate tourism theme which identifies land use strategies to encourage tourism developments that complement the area. This is likely to be appropriate where tourism is a core area of economic policy.

## Strategic outcomes

Strategic outcomes represent the ‘big picture’ policy direction for the local government area as a whole, relevant to the particular theme.

A ‘menu’ of examples that could be used and adapted as strategic outcomes statements that support tourism and reflect tourism state interests are provided below. It is not expected that these would all be relevant to every local government.

## Tourism can fit everywhere

- Tourism development is appropriately located, protects the setting of the place and provides attractive and memorable experiences for visitors.
- Tourism development is an important economic activity contributing to local and regional economic development, diversification and sustaining and creating employment opportunities. Sustainable tourism development is encouraged, strengthened and expanded based on the needs of the tourist and the sustainable use of natural, cultural, rural and built assets.
- Tourism development is supported and encouraged across a broad range of zones in the (xx) LGA, where it is designed appropriate to place.
- Tourist development involving short-term accommodation is supported in urban and rural areas where designed appropriate to the place.
- Sustainable and well designed tourism development including short-term accommodation, attractions, facilities, infrastructure and support facilities and other ancillary services are encouraged and supported across a range of zones in appropriate locations throughout the planning scheme area. Opportunities also exist for appropriate tourism activities to complement, enhance and coexist with a range of land uses and economic activities.
- Development is supported by well designed buildings, facilities and has appropriate access and infrastructure services commensurate with the type of development, character and setting of the place.
- Potential adverse impacts resulting from tourism development, including construction and operational phases, are minimised and mitigated.

- Outside the urban area, the planning scheme provides flexibility for tourism development associated with rural activities or other natural resources, where they are compatible with the landscape or natural values of the place, and do not compromise productive rural activities or land resources.
  - Non-tourism development in areas identified as (xx) are of a nature and scale that do not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.
  - A range of tourism opportunities and experiences are encouraged across a broad range of zones in the planning scheme area. This may involve mixed use developments in centres and the establishment of tourism uses that are complementary to and compatible with other land uses on a site, where the primary existing land use is for non-tourism purposes.
  - Tourism zoned land and other existing tourism uses are maintained for tourism uses and associated supporting facilities. The caravan parks and (xx) tourism uses in the planning scheme area are protected from non-tourism orientated development. There is opportunity to establish other compatible land uses such as a small-scale shop, café or restaurant for (xx) to support these tourism uses.
  - Tourism development may be supported in appropriate locations where it can be demonstrated:
    - the development is responding to new, emerging or innovative tourism opportunities, tourist needs, trends or market niches
    - the development maintains or enhances the economic vitality of the LGA including not detracting from the role and function of the centres hierarchy, provides local employment opportunities and contributes to local economic diversification
- the scale, design and nature of the development is appropriate to the intended character and setting of the place
  - noise, privacy, traffic, visual and other impacts do not unduly detract from the amenity of the area
  - the development does not give rise to conflicts which would prejudice the existing economic activity in the area or adversely affect natural resources values, landscape character or cultural heritage values;
  - where located within or adjacent to natural places or an environmentally significant area, potential adverse impacts (including direct and cumulative impacts) are avoided.

## Tourism in natural places and rural places

- The cultural, historic, scenic, landscape, natural, social and spiritual qualities that create places of local heritage are protected and enhanced for their tourism value and opportunities.
- Within rural places and natural places, new tourism enterprises are associated with rural production or the natural environment and provide educational or learning experiences.
- The development of retreats that cater to the health and wellness tourism market may occur in rural areas and in natural areas, where they would facilitate the enhancement of environmental values.
- There is an opportunity to develop a resort and conference facility adjacent to (xx), subject to not detracting from existing economic activity in the area, or adversely impacting on water quality values, natural resource values or landscape character.
- Tourist development associated with the natural assets of the (xx) River without compromising environmental or water quality values may occur.
- Small-scale, low-rise tourism accommodation and support facilities are facilitated in appropriate locations on the coastal islands of (xx) and (xx).
- Low-impact, nature-orientated tourism attractions and facilities may be appropriate in or close to areas of environmental significance where the development is undertaken in a way that ensures impacts do not detract from ecological, cultural, landscape character and scenic amenity values.
- Tourism development maintains the image, environmental values and scenic amenity both within and outside of urban areas in the (xx) LGA.
- There is opportunity for some limited small-scale nature-based tourism uses to establish within the water catchment of (xx) Dam and (xx) River, where it can be demonstrated that water quality values of the potable water supply will be protected.
- There is opportunity to establish a small-scale luxury hotel adjacent to (xx) National Park, where it can be demonstrated the development minimises the development footprint, is small scale and low impact, built form reflects the natural setting, promotes ecotourism and activities like bushwalking, fishing, wildlife watching and tours.
- Rural land is maintained and protected primarily for its rural production, landscape character and environmental values and also provides for uses including primary production and locally appropriate tourism opportunities.
- Tourism development must be compatible with and not prejudice existing rural activities in the locality.
- Roadside stalls, farm gate and home occupations associated with agricultural and rural pursuits may occur in locations where traffic and other amenity impacts can be minimised.
- Within rural areas, new tourism enterprises that are associated with and promote rural production or the natural environment may be established.
- Tourism development opportunities including farmstays, bed and breakfasts, cabins and camping grounds are established where they build on existing industries (for example, wineries, horticulture, cattle grazing), history, culture and lifestyle characteristics.

- The development of farmstays catering to individuals and small groups that diversify the local agricultural economy and provide employment opportunities may be established.
- There is an emerging opportunity for further wineries, cellar door sales and wine tours to develop in the rural area of the (xx) locality. Development supports the regional synergies of this destination, responds to tourist needs and enhances visitor experience.
- Development within the designated area (xx) on strategic framework map (xx) will provide low impact infrastructure to enhance public access to scenic lookouts with water and hinterland views. Development may also include small-scale cafés, restaurants (including gourmet cooking schools) that promote local produce, regional cuisine and wine.
- There is opportunity to establish a visitor activity node focusing on adventure sports including gliding, hot air ballooning, the flying school and water activities adjacent to (xx). Supporting facilities may establish which include restaurant, café and short-term accommodation.
- Tourism development in rural areas will focus on food and wine, touring routes, nature-based tourism (including ecotourism), outdoor recreation and adventure sports and cultural heritage tourism. Supporting services and facilities to enrich the visitor experience, boost the local economy and maximise synergies with existing rural uses occur.
- Tourism development maintains the image, environmental values and scenic amenity both within and outside of urban areas in the (xx) LGA.
- Development provides for a range of interpretative materials to enhance visitor experiences and foster a greater appreciation of the park's geology, history, biodiversity and cultural significance.

### Tourism in rural towns and townships

- Development provides for a wide mix of tourism development and activities including accommodation of all types, dining, shopping, tourism attractions, tourist information and amenities for travellers. Well-designed short-term accommodation is encouraged in the township of (xx).

### Tourism in suburban and urban neighbourhoods

- Small-scale short-term accommodation being bed and breakfast, motels and small boutique hotels may be appropriate in urban neighbourhoods, where proximate to centres and public transport and consistent with the built form intentions for the area.

### Tourism in town and city centres

- The focus of tourism in the CBD will be anchored by a range of tourist accommodation options, dining experiences and cultural and educational uses.
- Within existing centres, urban areas or designated tourism areas, new larger scale tourism developments are encouraged where they respond to tourist needs, and which are not more appropriately located in a non-urban area.
- Existing tourism developments including tourism zoned land and designated tourism areas on strategic framework map (xx), are maintained and protected for tourism development and associated support facilities and ancillary services.
- Development of tourism zoned land or sites which have an existing tourism function for non-tourism orientated development more appropriately located elsewhere, is discouraged.



## 5.2

### Zones

This section suggests additional overall outcomes to ensure tourism development is facilitated across a broad range of relevant zones within urban, rural, environmental and coastal areas, in addition to the separate tourism zones category. It is important to ensure the overall outcomes align with the policy directions set by the strategic framework.

#### Overall outcomes

##### Tourist accommodation zone

Some overall outcome statements could include:

- Development in the tourist accommodation zone is to be maintained predominantly for tourist accommodation purposes and associated support facilities and ancillary services. Development for non-tourism orientated development that can locate elsewhere, does not occur in the zone.
- There is opportunity to expand the short-term accommodation offering located at (xx). In particular, there is a need for additional self-serviced apartments and a boutique hotel to increase visitor choice in accommodation options. Other types of short-term accommodation may also be appropriate in this location.
- Non-tourism development is of a nature and scale that does not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.

##### Centre zones and mixed use categories (including Township zone)

Some overall outcome statement examples could include:

- In principal centres, major centres and district centre zoned land, residential development, short-term accommodation and tourist accommodation particularly motels, backpackers, serviced apartments and accommodation hotels are provided at an appropriate scale and integrates with and enhances the fabric of the centre.
- In local centres, short-term accommodation and tourist accommodation may be appropriate in certain locations where the local centre also performs a role in serving the needs of tourists or is located proximate to existing tourist assets, attractions and facilities. In the LGA, these locations are (xx) and (xx). Development is provided at an appropriate scale and integrates with and enhances the fabric of the centre.
- Development involving a resort complex may potentially be appropriate in the (xx) centres zone, where it can be demonstrated the development is at an appropriate scale, designed in context and integrates with and enhances the fabric of the centre.
- Non-tourism development is of a nature and scale that does not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.

### Tourism zones category

The Regulated Requirements under the Planning Regulation 2017, gives a choice of specific tourism zones that may be applied. These include a general tourism zone, a major tourism zone and a minor tourism zone. The major tourism zone might accommodate large scale operations with a mix of accommodation, transport or entertainment components. The minor tourism zone accommodates smaller scale activities which may take a range of forms. Some overall outcome statement examples for any of the tourism zones could include:

- Non-tourism development is of a nature and scale that does not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.
- Development in the Tourism zone is maintained predominantly for tourism development purposes and associated support facilities and ancillary services. Development for non-tourism orientated development that can locate elsewhere, does not occur.
- There is opportunity to expand the existing tourism development located at (xx) (for example, resort complex, tourist attraction, theme park) where impacts are not significantly increased.
- Within the (xx) locality, the existing caravan park use is maintained. establishment of a small-scale café and shops is encouraged.

## Environmental zones category

Suggested overall outcomes are:

- Low-impact nature-based tourism development, including short-term accommodation options and associated facilities may be appropriate in or close to areas of environmental significance, where it can be demonstrated that the development avoids impacts on ecological, cultural, landscape character and scenic amenity values.
- Tourism development in the zone is appropriately located and protects and enhances the natural setting and environmental values of the site. In particular, development avoids impacts on significant wetlands and habitat and breeding areas for (xx) species.
- Expansion of the existing tourism development adjacent to (xx) National Park is supported where it can be demonstrated that vegetation clearing is minimised and environmental values are enhanced where practicable. In particular, the existing wildlife corridor (xx) is maintained and protected from development impacts, including vegetation clearing.
- The (xx) locality provides opportunity to develop tourism uses that cater to the health and wellness tourism market, including short-term accommodation options that promote and take advantage of the high scenic amenity, landscape character and natural assets. Development provides for interpretative and educational opportunities to promote awareness of environmental values.
- Non-tourism development is of a nature and scale that does not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.

## Rural zone

Suggested overall outcomes are:

- Tourism development occurs in the Rural zone where associated with rural production, agricultural pursuits and promoting the natural environment. Farmstays, bed and breakfasts, cabins, camping grounds, road side stalls, home occupations, small-scale food and drink outlet and small-scale shop uses are also established.
- Low-impact nature-based tourism development, including short-term accommodation options and associated facilities may be appropriate in or close to areas of environmental significance, where it can be demonstrated the development avoids impacts on ecological, cultural, landscape character and scenic amenity values.
- There is opportunity for limited small-scale nature-based tourism development to establish within the following locations:
  - the water catchment of (xx) Dam and (xx) River, subject to demonstrating the water quality values of the potable water supply will be protected
  - the coastal islands of (xx) and (xx)
  - adjacent to (xx) National Park with access off (xx) Road.
- Within the (xx) locality, development involving wineries including cellar door sales, wine tours, restaurants (including a culinary teaching school) and short-term accommodation may be established. Other tourism support uses and facilities are clustered in the local centre on (xx) road.
- Non-tourism development is of a nature and scale that does not compromise existing or approved tourism development or detract from the tourism values, character and amenity of a place or locality.

## 5.3

### Categories of development and assessment

The table below suggests indicative categories of development and assessment for those tourism developments that are desirable within particular zones. Please note, this table focuses on those developments that should be facilitated within the relevant zones. It is up to each council to consider the thresholds for assessment in relation to the individual context of each local government area. However, the tables below provide a general indication of what could be considered appropriate.

- Where a threshold has been applied, if the proposed development does not sit within this threshold, the development would be triggered to a higher category of development or assessment. The application should not automatically default to requiring an impact assessable application. For example, according to the table below, an application for a food and drink outlet in the Tourist Accommodation Zone is accepted subject to requirements, where less than 200 m<sup>2</sup> and directly associated with a tourism development. If the proposed food and drink outlet is more than 200 m<sup>2</sup>, a code assessable (the next categories of development and assessment after self) assessment is triggered.
- All tourist attraction and resort complex land uses have been allocated an assessment category of 'A/AR/C/I' across each of the relevant zones. This is because the appropriate categories of development and assessment for each of these land uses will largely depend on the context and scale of what is being proposed. Council should require an application for these land uses and assist the proponent with the process. Approvals should be constructed in a way which ensures that subsequent additions (within reason) to the approved development do not require further applications and approvals. This will reduce red tape and timeframes in the long term.
- If council can identify a site that, after having undertaken the necessary environmental/social/economic investigations, is suitable for a low-impact or large-scale tourism development, they should assign a lower category of development or assessment, because the front end planning has been done and the site is investor ready.

# Categories of development and assessment

## Part 1

Legend							
A	Accepted Development	AR	Accepted subject to requirements	C	Code assessable	I	Impact assessable
Defined land use – from regulated requirements (Planning Regulation 2017)	Tourism examples	Tourist accommodation	Centre zones				
<b>Bar</b>	Wine bar, craft beer bar	A/C	A/C				
<b>Caretaker's accommodation</b>	Caretakers accommodation at a tourist attraction, for example, zoo	A	A				
<b>Environment facility</b>	Nature-based attractions, walking tracks, seating, shelters, boardwalks, observation decks and bird hides	A	A				
<b>Food and drink outlet</b>	Café, restaurant, snack bar,	S, where less than 200 m <sup>2</sup> and directly associated with a tourism development	S				
<b>take away</b>	AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development	A/AR	C				
<b>Function facility</b>	Wedding venue, conference centre	C	A/AR/C				
<b>Home based business</b>	Bed and breakfast; guesthouse	A/AR	A				
<b>Hotel</b>	Pub and tavern	AR/C	A/AR/C				
<b>Major sport, recreation and entertainment facility</b>	Convention and exhibition centres, entertainment centres, sports stadiums and horse racing; casino	C/I	C/I				
<b>Market</b>	Souvenir and farmers markets	A/AR/C	A/AR				
<b>Nature-based tourism</b>	Environmentally responsible accommodation facilities, including lodges, cabins, huts and tented camps	AR/C					
<b>Resort complex</b>	Island resort	AR/C/I	AR/C/I				
<b>Roadside stall</b>	Produce stall	A/AR					
<b>Shop</b>	Souvenir shop	A/AR, where less than 200 m <sup>2</sup>	A/AR				
<b>Short-term accommodation</b>	Motel, backpackers, serviced apartments, hotel accommodation and farm stay;	AR/C	A/AR/C				
<b>Tourist attraction</b>	Theme park and zoo	AR/C/I	AR/C/I				
<b>Tourist park</b>	Camping ground, caravan park and holiday cabins	AR/C	C/I				
<b>Winery</b>	Winery	C	C				

# Categories of development and assessment

## Continued

Legend							
A	Accepted Development	AR	Accepted subject to requirements	C	Code assessable	I	Impact assessable
Defined land use – from regulated requirements (Planning Regulation 2017)	Tourism examples	Recreation zones	Environmental zones				
<b>Bar</b>	Wine bar, craft beer bar	A/C	C/I				
<b>Caretaker's accommodation</b>	Caretakers accommodation at a tourist attraction, for example, zoo	A/AR	A/AR				
<b>Environment facility</b>	Nature-based attractions, walking tracks, seating, shelters, boardwalks, observation decks and bird hides	A	A				
<b>Food and drink outlet</b>	Café, restaurant, snack bar, take away	A/AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development. C, otherwise	C, where directly associated with a tourism development and not involving clearing of vegetation				
<b>Function facility</b>	Wedding venue, conference centre	C	C, where directly associated with a tourism development and not involving clearing of vegetation				
<b>Home based business</b>	Bed and breakfast		AR				
<b>Hotel</b>	Pub and tavern						
<b>Major sport, recreation and entertainment facility</b>	Convention and exhibition centres, entertainment centres, sports stadiums and horse racing; casino	C	I				
<b>Market</b>	Souvenir and farmers markets	A/AR/C	A/AR/C, where not involving clearing of vegetation				
<b>Nature-based tourism</b>	Environmentally responsible accommodation facilities, including lodges, cabins, huts and tented camps	C	AR/C, where not involving clearing of vegetation, not exceeding XX gross floor area				
<b>Resort complex</b>	Island resort	AR/C/I	AR/C/I				
<b>Roadside stall</b>	Produce stall	A/AR	A/AR				
<b>Shop</b>	Souvenir shop	A/AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development. C otherwise	AR/C, where less than 200 m <sup>2</sup> and directly associated with a tourism development				
<b>Short-term accommodation</b>	Motel, backpackers, serviced apartments, hotel accommodation and farm stay	AR/C	AR/C, where not involving clearing of vegetation.				
	Souvenir shop	A/AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development. C otherwise	AR/C, where less than 200 m <sup>2</sup> and directly associated with a tourism development				
<b>Tourist attraction</b>	Theme park and zoo	AR/C/I	AR/C/I				
<b>Tourist park</b>	Camping ground, caravan park and holiday cabins	AR/C	AR/C, where not involving clearing of vegetation.				
<b>Winery</b>	Winery	I	I				

# Categories of development and assessment

Continued

Legend							
A	Accepted Development	AR	Accepted subject to requirements	C	Code assessable	I	Impact assessable
Defined land use – from regulated requirements (Planning Regulation 2017)	Tourism examples	Tourism zones	Mixed-use				
<b>Bar</b>	Wine bar, craft beer bar	A/C	A/C				
<b>Caretaker's accommodation</b>	Caretakers accommodation at a tourist attraction, for example, zoo	A/AR	A/AR				
<b>Environment facility</b>	Nature-based attractions, walking tracks, seating, shelters, boardwalks, observation decks and bird hides	A	A				
<b>Food and drink outlet</b>	Café, restaurant, snack bar, take away	AR	AR				
<b>Function facility</b>	Wedding venue, conference centre	AR	C				
<b>Home based business</b>	Bed and breakfast	A/AR	A/AR				
<b>Hotel</b>	pub and tavern	AR/C	AR/C				
<b>Major sport, recreation and entertainment facility</b>	Convention and exhibition centres, entertainment centres, sports stadiums and horse racing; casino	C	C/I				
<b>Market</b>	Souvenir and farmers markets	A/AR	A/AR				
<b>Nature-based tourism</b>	environmentally responsible accommodation facilities, including lodges, cabins, huts and tented camps	AR/C	AR				
<b>Resort complex</b>	Island resort	AR/C/I	AR/C/I				
<b>Roadside stall</b>	Produce stall	A/AR	AR				
<b>Shop</b>	Souvenir shop	A/AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development	AR				
<b>Short-term accommodation</b>	Motel, backpackers, cabins, serviced apartments, hotel accommodation and farm stay	AR/C	AR				
<b>Tourist attraction</b>	Theme park and zoo	AR/C/I	AR/C/I				
<b>Tourist park</b>	Camping ground, caravan park and holiday cabins	AR/C	AR				
<b>Winery</b>	Winery	A/AR/C	A/AR/C				



# Categories of development and assessment

## Continued

Legend							
A	Accepted Development	AR	Accepted subject to requirements	C	Code assessable	I	Impact assessable
Defined land use – from regulated requirements (Planning Regulation 2017)	Tourism examples	Rural	Township				
<b>Bar</b>	Wine bar, craft beer bar	C/I	A/C				
<b>Caretaker's accommodation</b>	Caretakers accommodation at a tourist attraction, for example, zoo	A	A/AR, where associated with an existing short-term accommodation land use				
<b>Environment facility</b>	Nature-based attractions, walking tracks, seating, shelters, boardwalks, observation decks and bird hides	A	C				
<b>Food and drink outlet</b>	Café, restaurant, snack bar, take away	AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development	AR/C				
<b>Function facility</b>	Wedding venue, conference centre	C, where directly associated with a tourism development	C				
<b>Home based business</b>	Bed and breakfast; guesthouse	A/AR	A/AR				
<b>Hotel</b>	pub and tavern		AR/C/I				
<b>Major sport, recreation and entertainment facility</b>	Convention and exhibition centres, entertainment centres, sports stadiums and horse racing; casino	C/I	I				
<b>Market</b>	Souvenir and farmers markets	AR	AR				
<b>Nature-based tourism</b>	Environmentally responsible accommodation facilities, including lodges, cabins, huts and tented camps	AR/C, where not involving clearing of vegetation. C otherwise	AR/C				
<b>Resort complex</b>	Island resort	AR/C/I	AR/C/I				
<b>Roadside stall</b>	Produce stall	A/AR	A/AR				
<b>Shop</b>	Souvenir shop	A/AR, where less than 200 m <sup>2</sup> and directly associated with a tourism development	A/AR				
<b>Short-term accommodation</b>	Motel, backpackers, cabins, serviced apartments, hotel accommodation and farm stay	AR/C, where associated with a bone fide rural pursuit or nature-based tourism, that is, agricultural production, health and wellness, food production, wine manufacturing, etc	C				
<b>Tourist attraction</b>	Theme park and zoo	AR/C/I	AR/C/I				
<b>Tourist park</b>	Camping ground, caravan park and holiday cabins	C/I	C				
<b>Winery</b>	Winery	AR/C	C				

## 5.4

### Tourism incentives planning scheme policy: A possible approach

Tourism as a land use is difficult to define, with developments taking many shapes and forms depending on the market and location.

#### Planning scheme policy structure and examples

Although each council should consider their individual circumstances and policy priorities before drafting a planning scheme policy for tourism, the following structure can be used as a guide during the drafting process:

- Introduction and purpose
- What is a tourism land use?
- Tourism place types
- Relationship between land use and place type
- Development guidance and exemplar
- Incentives (if any)

#### Introduction and purpose

The first section of the policy should include a brief background about the policy and its relationship to assessment benchmarks contained within the planning scheme.

A planning scheme policy may be a useful way of providing guidance to applicants about how they can easily meet assessment benchmarks in the scheme and gain the benefit of stream-lined approval processes.

The policy cannot contain development requirements but can provide assistance to applicants in addressing the key planning scheme tests.

#### What is a tourism land use?

This section of the policy should set out what the planning scheme considers to be a tourism land use. Again, this can be as simple or as complex as council would like to make it. For example, 'The following defined land

uses are further identified as tourism land uses: short-term accommodation facilities, theme parks ...' but could even go so far as to say, 'commercial activities where 80% of the identified target market is tourists, that is, the Storey Bridge Climb in Brisbane ...'

#### Tourism place types

In this section of the policy, council could provide examples of tourism place types as they relate to planning scheme designation. For example, 'Natural places are areas dominated by the natural environment. Beaches and reefs, mountains and forests are all examples of natural places. Natural places include national parks and other relatively undisturbed areas, but some privately owned land will have the same attributes. Often large areas including whole islands can be described as a natural place. These are generally included in the environmental zones.'

#### Relationship between land use and place type

This section of the policy could comprise a matrix, identifying the tourism land uses that are considered suitable by council within the various tourism place types, reflecting outcomes and assessment categories set out in the planning scheme. Council may also decide to include an exclusionary statement that explains where certain tourism developments in certain place types may be undesirable.

## Development guidance and exemplars

This section could contain:

- examples of ‘best practice’ tourism development
- examples of how various performance outcomes may be met
- an explanation of information council may need to expedite its assessment of a proposal

## Incentives (if available)

This section of the policy could introduce the scope of incentives that are to be made available.

## General eligibility criteria

Council may wish to specify general eligibility criteria for all tourism development that may be considering applying for an incentive. Primarily, these should ensure the proposal is for a bonafide tourism development to be established in the short term (rather than a speculative proposal).

## Application of incentives

This is where detailed information about the application of incentives should be provided.

It is up to council to decide on the range of incentives they will offer and how they wish to structure their application, as well as how detailed their eligibility criteria should be.

The most successful incentives are likely to relate to those things that reduce development costs of the timeframe (and risk) involved in gaining approvals.

Those things that reduce development costs may include:

- applying lower car parking rates
- infrastructure charging subsidies (targeting tourism over other forms of development)
- direct subsidising of infrastructure
- discounts in infrastructure charges (for example, 50% discount if project starts in one year following approval)
- staging or deferred payment scheme
- bonding and returning full or part payments once works completed
- general tax or rate relief

The policy may also identify those things that will help to stream-line assessment processes including:

- prelodgement processes
- fast track (risksmart) assessment eligibility
- application fee discounts
- information that, if provided will allow council to commit to shorter timeframes
- standard conditions/early notification of conditions

# Part 6.0

## Development assessment process

# Artista



West Village - Artista, West Village, Boundary St, West End Queensland

Photo credit: © Tourism and Events Queensland

## What our case study research tells us

In many cases the approval process for development was reported to be difficult. Common problems included long assessment timeframes and unnecessary or unworkable conditions. Other regulations, including state level triggers and requirements, were also cited as obstacles. In some cases proponents must also satisfy Commonwealth requirements under the Environmental Protection and Biodiversity Conservation Act.

Both local and state governments can ensure that triggers for assessment are risk tolerant and leave the door open for emerging tourism products and experiences. Where applications are required, the assessment benchmarks that will be applied should be clear and reasonable. Suggestions to these ends are provided in the previous sections of this guideline.

Inevitably, applications will be needed for large, complex or unexpected forms of development. As a consequence, it is important for all parties (applicant and assessing authority) to do what they can to ensure a fair, efficient and low cost process.

## The typical development assessment process in Queensland

The Planning Act establishes the system of development assessment in Queensland. The requirement to make an application for approval occurs when development is made “assessable” by either a local planning scheme or the Planning Regulation 2017 (or a temporary planning instrument). Assessable development may be categorised as either:

- code assessable (a “bounded” form of assessment against specific benchmarks) or
- impact assessable (requiring assessment against other matters and subject to public notification and giving appeal rights to submitters).

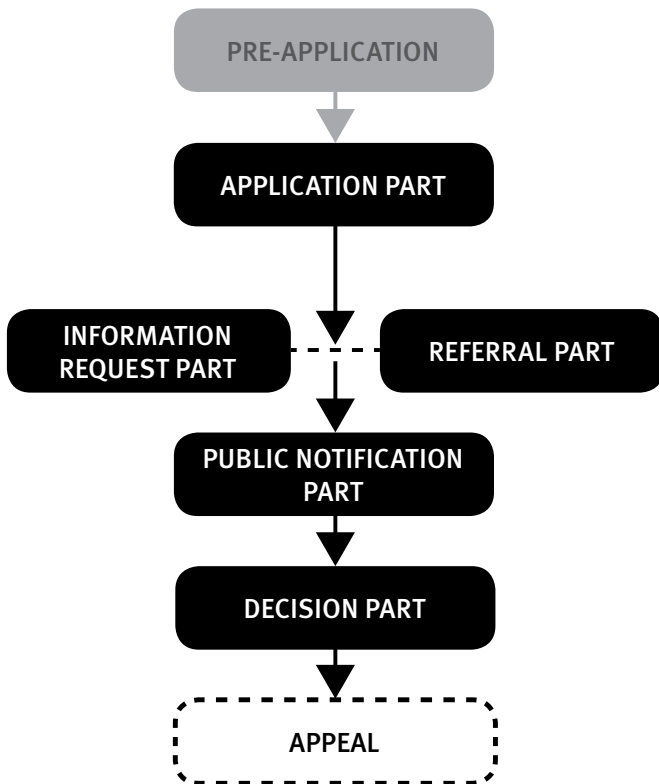
Some development may be identified as “accepted” meaning that no application is needed, although in some cases there may be certain requirements to be met in order to be “accepted”. These requirements would be specified in either a planning scheme or the Planning Regulation.

In most cases, when an application is required, the local government is the “assessment manager”, with various aspects requiring “referral” to the state (typically the State Assessment and Referral Agency - SARA). However, in some cases (where no requirement for approval is set under a local planning scheme), the state (typically the chief executive of the planning department working SARA) may be the assessment manager.

Common triggers for referral of application to the state include (among others):

- where remnant ecosystem or marine vegetation is proposed to be cleared
- where an environmentally relevant activity (prescribed under the Environment Protection Act) is involved
- where development may affect state controlled transport infrastructure
- where there is development in tidal areas or in the coastal management district
- where state heritage places are affected

The assessment process consists of sequential parts, as shown below, each of which have certain timeframes and other rules attached to them that are meant to ensure the process is fair and efficient. Only impact assessment requires public notification.



The typical development assessment process in Queensland

Applicants have legal appeal rights on all decisions and conditions (whether a code or impact assessment process) and some provision is made to change approvals at a later date.

Various “downstream” approvals may also be required once the primary approval is in place. For example, building works, signage, operational (engineering) works designs, health permits and so forth.

In some places, the state may have declared “priority development areas” or “state development areas” in which different (typically more truncated) approval processes may apply. Different processes also apply on strategic port land.

Some forms of tourism development in nationally significant areas may also involve the requirement for approvals under the Commonwealth’s Environmental Protection and Biodiversity Conservation Act or Great Barrier Reef Marine Park Act, which will be separate to local and Queensland government processes and requirements.

### **Managing good processes – for assessment managers and applicants**

There is a range of best practice approaches which local governments (and state agencies) may adopt to help stream-line assessment processes. These are outlined below.

#### **Pre-lodgement discussions**

Pre-lodgement processes are very beneficial for all applications, but are especially important for complex development projects. It is often much easier (and cheaper) to make changes to a project early in the design and development process, and this holds true for tourism as much as it does to other types of development.

Pre-lodgement processes involve one or more meetings or workshops prior to lodgement of the development application. While they are not legally binding (but with clear record keeping), they allow parties to act in a more open and innovative way and with greater certainty. An advantage of pre-lodgement processes is they can often be linked to a shorter assessment process, enabling key issues to be identified early on and agreement (in most cases) on how certain issues will be addressed in the development application moving forward.

With tourism experts involved, pre-lodgement processes could also be used to assist with the feasibility assessment for tourism proposals, and again before substantial amounts of money have been spent.

#### **Fast track processes and incentives for well-made applications**

When applications are accompanied by good quality supporting information, the assessment process can proceed more efficiently and with more confidence by applicants and assessors alike. For this reason, it is useful for councils to identify the type of information they are likely to require in advance (often through planning scheme policies), and then reward applicants who provide this information. The reward can be in the form of commitments to shorter application timeframes or fee discounts.

Some, typically simpler or low risk applications, may qualify for fast track processes (often called risk smart processes). Councils should ensure fast track eligibility is available to a range of tourism related developments.



For applicants, it is important to obtain good advice and “do the homework” that is required to support a strong proposal – so that the assessment manager can quickly and confidently make decisions with a clear view of the benefits the project offers, how it aligns with intended outcomes for the place concerned and how potential impacts can be managed.

### **Customer service commitments**

Many councils have committed to customer charters which set out levels of service targets and help to keep development outcomes (rather than process) front of mind. These are a useful tool to promote business confidence and transparency. In some cases, these may extend to expected or desired “level of performance” from applicants.

### **A fair, outcome-focused and collaborative culture**

Communities and government need development to occur in order to achieve the visions and aspirations expressed in planning documents. The private sector and entrepreneurs are the primary source of investment and economic growth for most localities, and most local governments are active in economic development activities seeking to foster and facilitate needed development.

At the same time, the planning and assessment process is focussed on ensuring development delivers a future that is in the best interests of the whole community, environment and economy (a triple bottom line outcome), rather than vested or private interests. Accordingly, it must ensure development is compatible with overarching intentions and key values, and that impacts and externalities can be managed appropriately.

It is important that applicants and assessment managers act in good faith, remain focussed on the outcomes (rather than the process), assist in proactively addressing issues that arise and ensure assessment processes are fair and transparent.

# Part 7.0

## Sustainable tourism development case studies

What better way to understand how to promote, encourage and support tourism development than to talk to people who have already made it happen?

A desktop analysis and, in some cases, site visits of existing, successful tourism developments from a variety of place types was invaluable in determining the critical success factors for tourism projects.

Understanding what makes these developments so successful has been essential for drafting comprehensive guidance for new planning scheme provisions that actively seek to encourage tourism development.



Tamborine Village—Tamborine, Queensland

*Photo credit: © Barry Alsop Eyes Wide Open, 2011*

# Binna Burra Mountain Lodge

Natural places



Binna Burra Mountain Lodge—Binna Burra, Queensland  
Photo credit: Buckley Vann

Binna Burra Mountain Lodge is a heritage listed eco-lodge and campsite within Lamington National Park in the Gold Coast hinterland.

There is a strong focus on environmental protection at Binna Burra including reducing energy and water use across the lodge.

## Needs of tourist

Binna Burra attracts Brisbane-based couples and families with young children. The lodge has been operating since 1933. It is a pioneering Queensland tourism development and is a landmark in the surrounding area.

## Enhances setting

The original cabins are built from local timber and hand carved wooden shingles. The newer sky lodges include stonework and timber with natural colours used integrate with the original buildings and the surroundings. Balconies and large windows take advantage of the hinterland views.

## Creates experience

Binna Burra offers nature-based, adventure and recreation activities for its visitors. Accommodation includes camping, safari tents, cabins and luxurious sky lodges. Most staff are locals and there is a strong focus on the history of the lodge and the development of Binna Burra.

## Good process

A masterplan for Binna Burra was approved in 2008 providing for the future development of tree houses and conference facilities over the next 15 years. Consultation with the local community informed the masterplanning process.

## In context

Binna Burra is located on the edge of the World Heritage listed Lamington National Park, containing Australia's largest area of pristine subtropical rainforest. The climate is characterised by frequent mist and significant rainfall and these conditions contribute to the character and experience of the place.

Source: Interview with Karen Duncan

# Kingfisher Bay Resort

## Natural places



Kingfisher Bay Resort—Fraser Island, Queensland

Kingfisher Bay Resort, opened in 1992, is an ecotourism resort located on the world heritage-listed Fraser Island.

### Needs of tourist

Kingfisher Bay Resort attracts couples, families and groups from across Australia and internationally, marketing itself as Fraser Island's 'premier eco-resort.' It provides tourists with the opportunity to explore a unique and remote location.

### Creates experience

The resort offers fine dining, a range of accommodation, ranger-guided walks, water sports, fishing and Segway tours, alongside the natural attractions of the island. Guests are able to book the resort for weddings and other events, and educational adventures are offered to school groups.

### In context

Kingfisher Bay Resort is a certified Green Travel Leader, identified by Ecotourism Australia as being a leader in responsible travel for over 10 years. The landscape planning and architectural design of the resort responds to the environment and includes energy and waste minimisation.

### Enhances setting

Buildings have been constructed from timber, with the colours and roof projections inspired by the natural surrounds. Buildings have been established below the tree line, limited to two levels and built around mature trees. The resort buildings are floated on piles to reduce impacts on the dunal system. Views of the surrounding landscape are maximised by large windows and verandahs.

### Good process

The 67 hectare site for the resort was purchased in 1986, with its proposed subdivision and development heavily opposed by the Fraser Island Defenders Organisation (FIDO), who appealed council's decision to approve the development. The application process was supported by an environmental impact assessment process and took two years.

# Mossman Gorge Centre

Natural places



Mossman Gorge Centre—Far North Queensland

The Mossman Gorge Centre was opened in June 2012.

## Needs of tourist

The centre attracts Australian families, couples and international tourists, marketing itself as a ‘world class ecotourism visitor and interpretive centre’. The project promotes Aboriginal heritage and the significance of the World Heritage-listed Daintree Rainforest.

## Creates experience

Visitors can take self-guided walks through the Daintree, or participate in guided walks led by local Indigenous staff. The centre includes a restaurant and Indigenous art gallery. Engagement with Indigenous community and access to the rainforest is what makes this experience unique.

## In context

The impact from high tourist traffic into the Mossman Gorge was a significant concern for the preservation of the natural environment. A shuttle bus service now takes tourists into the heart of the gorge, with parking available at the centre. The Mossman Gorge Centre offers a range of training and recruitment programs in the tourism and hospitality

industries for Indigenous Australians and is staffed by local residents, 90% of whom are Indigenous.

## Enhances setting

The centre is built with natural materials and large glass windows. It has high ceilings and allows natural light to penetrate. The centre is well positioned in a valley and is set against the spectacular backdrop of the Mossman Gorge and dense rainforest.

## Good process

Roy Gibson, an elder of the local Aboriginal community, wanted to create employment opportunities and to prevent further environmental harm to the gorge. The land for the centre was acquired by the Indigenous Land Corporation (ILC) who sought the relevant approvals. Extensive public consultation was undertaken.

Sources: Interview with Greg Erwin; <http://www.mossmangorge.com.au>

# Kuranda Scenic Railway and Skyrail

Natural places



Kuranda Scenic Railway and Skyrail—near Cairns, Queensland

Kuranda Scenic Railway is an historic train ride that traverses World Heritage protected rainforest, the Barron Gorge and scenic landscapes, connecting Cairns and Kuranda. The Skyrail is a 7.5 kilometre cableway that returns visitors from Kuranda to Cairns.

### Needs of tourist

Tourists who experience the Kuranda Scenic Railway and Skyrail include all ages and nationalities.

### Creates experience

Together the Kuranda Scenic Railway and Skyrail offer nature, adventure and cultural heritage experiences. The combination of the historic railway with the modern Skyrail, spectacular views of the wet tropics, including Barron Falls, and access to Kuranda village (a tourist attraction itself), is what makes this experience so unique.

### In context

The Kuranda Scenic Railway and Skyrail takes tourists up to 327 metres above ground level over dense rainforests. Visitors undertake boardwalk tours of the rainforest at stops along the Skyrail.

### Enhances setting

The original carriages from the Kuranda Railway are still in use today, enhancing the authenticity of the experience.

### Good process

The Kuranda Scenic Railway line was originally built as a means of getting supplies to miners in Herberton, who were routinely cut off from Cairns by extreme flooding. The Skyrail was opened in 1995 after seven years of planning controversy.

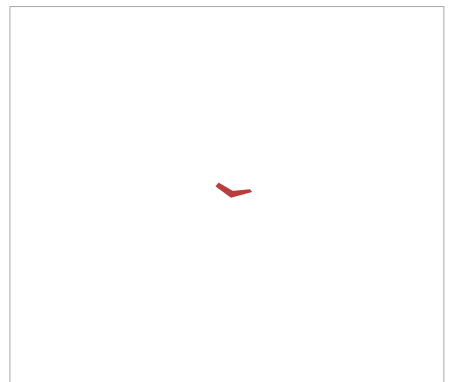


Figure ground diagram

Source: <http://www.ksr.com.au>

# Adels Grove Camping Park

Natural places



Adels Grove Camping Park—Lawn Hill Gorge, Boodjamulla National Park, Queensland

Adels Grove is a tourist park providing a range of accommodation options within one of Queensland’s unique natural environments.

## Needs of tourist

Adels Grove is marketed towards couples, families and groups who are seeking to experience the Queensland outback. There are multiple types of accommodation on offer including camping grounds, pre-erected tents, bunk rooms and ensuite rooms. Adels Grove also includes a shop, a workshop for undertaking work on vehicles and a licensed Bar and Bistro

## Creates experience

In addition to providing a range of accommodation options and facilities for guests, Adels Grove provides unique opportunities to experience the area by providing different tours. Tours include 3 or 4 day National Park journeys from Mount Isa, and local tours to Boodjamulla National Park, Lawn Hill Gorge, World Heritage Riversleigh fossil field excursions and river cruises.

## In context

Adels Grove is a 30 hectare property located 10 km from the Lawn Hill Gorge, Boodjamulla National Park and 50 km from the World Heritage Riversleigh Fossil fields

## Enhances setting

Adels Grove makes best use of the existing natural setting providing accommodation, facilities and activities which are co-located amongst the natural assets of the area, allowing the environment to be experienced and appreciated.

## Good process

It is reported that the development of Southern Ocean Lodge in the mid 2000s was controversial. The project was approved under a state government major developments process, and not by the Kangaroo Island Council. A development fund for environmental projects was a condition of clearing native vegetation.



# Hartley's Crocodile Adventures

## Natural places



Hartley's Crocodile Adventures—Wangetti Beach, Queensland

Photo credit: © Queensland Government, 2013

Hartley's Crocodile Adventures is a wildlife park and crocodile farm located on the edge of the World Heritage listed Wet Tropics, in Wangetti Beach, north of Cairns.

### Needs of tourist

Hartley's Crocodile Adventures attracts Australian families and international tourists who are seeking an Australian wildlife experience. The park is an example of a tourist attraction that educates about the importance of conservation.

### Creates experience

The adventure park includes self-guided wildlife discovery trails, crocodile farm tours, educational shows, feedings and lagoon cruises. The park caters for school groups and is located in proximity to other tourist attractions in Port Douglas and Cairns.

### In context

The 29 hectare site was once degraded but has been restored through an ongoing revegetation and weed management program. Water quality is regularly tested and efficiently used throughout the park. The centre raises funds for the conservation of native wildlife and rehabilitation of natural habitat.

The adventure park relocated to its current site in 2002 to provide better expansion opportunities and continues to grow.

### Enhances setting

Hartley's Crocodile Adventures is built around the natural habitats of the wildlife it exhibits. Timber boardwalks provide access throughout the site, with buildings and amenities constructed from timber.

### Good process

Approval of the park's relocation faced many challenges including two court cases. The approval, which took eight years to obtain, involved the rezoning of the site, which had been included in the Wet Tropics area. There was community and state government opposition to the park relocation, primarily in response to environmental and amenity issues.

Source: <http://www.crocodileadventures.com>

## Mount Barney Lodge

### Natural places

Mt Barney Lodge, located at the edge of Mt Barney National Park, provides a range of accommodation and adventure-style activities for tourists.



Mount Barney Lodge—Mount Barney, Queensland

*Photo credit: Michael McKeown*

### Needs of tourist

Mt Barney Lodge caters primarily for domestic families and groups looking for a nature-based holiday experience. The location of the lodge at the edge of Mt Barney National Park attracts those tourists interested in nature, relaxation and adventure-based activities. The lodge markets itself as 'sharing our wilderness heritage' and has a strong synergy with surrounding business owners, who also seek to protect and enhance the environmental values of the locality.

### Creates experience

The lodge includes a range of accommodation, including homesteads, cabin-style accommodation and camping. Visitors can take guided or unguided walks through the national park, participate in abseiling and rock climbing sessions and children's night adventure tours. As an ecotourism development, tourists are encouraged to be environmentally conscious during their stay, with regards to resource consumption and waste management.

### In context

The two homesteads at the lodge are Queenslander houses relocated from other sites. The design of these buildings means that they are responsive to hot weather. Minimal earthworks have been undertaken for their establishment. A proposed function facility will be constructed from recycled materials and materials found at the lodge. The owners of the lodge actively monitor the use of trails through the national park and encourage visitors to use those that are less degraded. They have a self-imposed limit on the capacity of visitors they will accommodate at any one time, to limit the impacts of the facility on the environmental values of the site.

### Enhances setting

The lodge buildings have been painted and restored to reflect their traditional Queenslander appearance, whilst being complementary to the surrounding landscape. The design of the new function facility will be inspired by the rare black cockatoo, a regular visitor at Mt Barney Lodge.

### Good process

The proposed function facility has been approved for a federal grant and received preliminary support from council.



Mount Barney Lodge

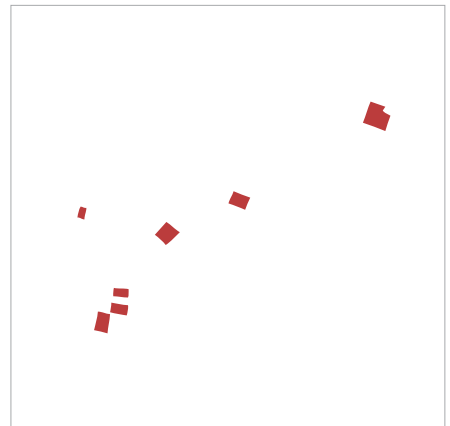


Figure ground diagram

### Needs of tourist

Spicers Peak Lodge attracts upmarket couples looking to reconnect and relax, travelling predominantly from Brisbane and the Gold Coast. It markets itself as one of only twelve branded 'luxury lodges' in Australia, with a guiding philosophy of creating an atmosphere and experiences of 'relaxed luxury.'

### Creates experience

Spicers Peak Lodge offers fine dining, luxury accommodation (including a day spa) and various activities that capitalise on the natural attractions of the adjoining nature refuge and surrounding national park. All twelve staff live on-site and create a personalised experience for guests, imparting the history of the lodge and surrounding property.

### In context

The lodge overlooks Main Range National Park, the Great Dividing Range and Spicers Peak Nature Refuge. The owners of the lodge own 30% of all nature refuges in Queensland, with a driving focus on conservation and rehabilitation. Once a working potato farm, the site is now also used for cattle breeding. The lodge is accessed via a dirt road, which adds to the sense of remoteness.

### Enhances setting

The lodge is located on a cleared plateau, providing guests with spectacular views of the surrounding Scenic Rim. Large windows throughout the lodge take advantage of these views, as does the positioning of the pool in the hillside. Natural timbers, stone and quality furnishings contribute to the luxury of the lodge and complement the surrounding landscape. Inspiration was taken from mountain lodges in New Zealand and the desire of the owners to showcase the unique landscape.

### Good process

The lodge was opened in 2004. The approval process took approximately two years and was supported by the council and local community. Given the location of the site, consultation with national park officers was an important part of the process.



Interior

Photo credit: © Imagewerx Digital Design



Figure ground diagram



## Spicers Peak Lodge

Rural places

Spicers Peak Lodge is a luxury lodge providing accommodation for up to 26 guests, set above the rolling landscape of the Scenic Rim.

# Mount Quincan Crater Retreat

Rural places



Mount Quincan Crater Retreat—Atherton Tablelands, Queensland

Photo credit: © Queensland Government, 2013

Mt Quincan Crater Retreat is a luxury cabin-style retreat in the Atherton Tablelands.

## Needs of tourist

Mt Quincan Crater Retreat is marketed towards Australian couples seeking a relaxing holiday, in a secluded and private location. As an adult only retreat, the focus is on indulgence and capitalising on the views and ambience offered by the natural landscape surrounding the retreat.

## Creates experience

The main focus of the retreat is on privacy and luxury accommodation. The retreat offers massages and includes walking tracks, crater discovery tracks and viewing platforms across the estate. Functions and events are often held at the retreat.

## In context

The owners of the retreat continue to operate grazing on the property. Each cabin has been embellished with paintings depicting Quincan (Indigenous spiritual creatures) created by a contemporary Indigenous artist. The tree house-style cabins have been designed using timber pole construction, to reduce potential impacts on the natural landscape and wildlife habitats below.

## Enhances setting

Large windows provide views of the surrounding landscape.

## Good process

The owners of the retreat grew up, and lived, in Cairns. The accommodation facility respects the historical nature of the site, its environmental values, the traditional use of the land and the traditional beliefs of the local Indigenous community.

# Lillydale Farmstay

Rural places



Lillydale Farmstay—Scenic Rim, Queensland  
Photo credit: Michael McKeown

Lillydale Farmstay is located in South East Queensland and offers accommodation and rural farming experiences for up to 25 guests. It is also a fully operational cattle farm.

### Needs of tourist

It caters primarily for families with young children, who are looking to reconnect and spend time as a family. The farm experience and opportunity to interact with animals attracts local and international tourists. Strong relationships with other tourism operators nearby provide guests with a network of activities to choose from.

### Creates experience

Lillydale Farmstay is a small-scale tourism operation offering activities to its guests across 121.4 hectares, including horse riding, animal feeding, fishing, abseiling and bushwalking. The local Aboriginal community also conduct workshops and story telling sessions at the farmstay.

### In context

The property has new koala corridors that have been created by the owners. The farmstay is considering an extension to attract more day tours and school groups.

### Enhances setting

Each room includes a private kitchenette, while communal barbeques, a small café, pool and children’s play equipment are also available to guests. The newest cabin has been designed to be wheelchair friendly (in accordance with council approvals).

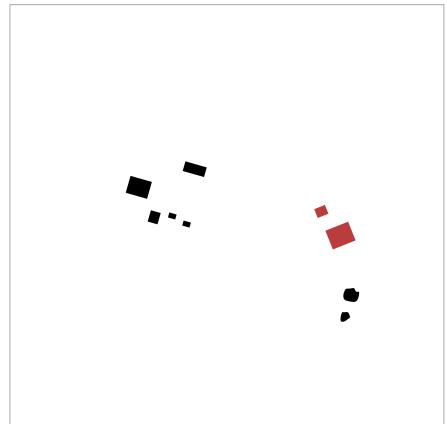


Figure ground diagram

Source: Interview with Bec Hardgrave



qualia—Hamilton Island, Great Barrier Reef, Queensland

qualia is a world class luxury resort offering a range of facilities and amenities located on Hamilton Island, in the heart of the Great Barrier Reef.

#### Needs of tourist

qualia is aimed at attracting upmarket domestic and international tourists.

#### Creates experience

qualia makes best use of its island location and is designed to ensure guests have a unique and special experience, where every detail has been meticulously considered to relax the mind and completely spoil the senses .

qualia offers the indulgent choice of 60 individual pavilions that have been perfectly nestled into the natural environment to complement the unique surroundings. All pavilions boast stunning postcard views either of the Whitsundays or the spectacular tropical bushland. During their stay, guests have access to fine dining and private bars, the qualia Library and luxurious Spa.

Guests also have the opportunity to enjoy experiences unique to the region including scenic flights, sailing, boating and snorkeling

around the Great Barrier Reef in addition to personal drop offs at secluded beaches.

#### In context

qualia is located on Hamilton Island and is part of the Whitsundays. It is in the heart of the Great Barrier Reef located off the coast from the Conway National Park.

#### Enhances setting

qualia has been designed by Australian architect Chris Beckingham with the philosophy to create a luxurious Australian retreat that draws the outside in. Accommodation is designed to create a unique sense of space and openness with buildings that are set amongst Australian natives. Internal designs use fabrics and patterns inspired by nature.

#### Good process

qualia makes best use of the unique location by providing very private accommodation with direct connections to the surrounding environment. Activities offered to guests promote the use of the Great Barrier Reef, encouraging them to experience the world's most extensive coral reef system.



# Cairns Aquarium

Tourism in specific-use places



Cairns Aquarium—Cairns, Queensland

Cairns Aquarium is a multi-million dollar tourism project within the heart of Cairns. It is a world class facility providing a rare opportunity to see Great Barrier Reef and Daintree Rainforest environments and animals up close.

### Needs of tourist

Cairns Aquarium is intended to be enjoyed by a wide range of users. It attracts anyone from young adults and families to larger school groups. As an indoor attraction, it provides access to visitors all year round. The facility is designed to enable visitation to people of all ages and mobility types. The attraction is also designed to provide a cost effective and affordable way of learning about Australia's unique biodiversity.

### Creates experience

Cairns Aquarium provides a variety of unique underwater and aquatic viewing experiences for visitors. There are self-guided tours, live shows, overnight stays amongst aquarium environments, behind the scenes tours and touch tanks with reptiles and aquatic creatures. Cairns Aquarium also provides a unique space to hold special events such as functions, conferences, weddings and other private parties.

### In context

Cairns Aquarium is a uniquely positioned facility located between two habitats only found in Australia's Wet Tropics, this is a region bordering two World Heritage-listed environments; the Daintree Rainforest and the Great Barrier Reef. The facility brings visitors up close with a variety of plants and animals from these environments and also dedicates itself to a range of conservation and research.

### Enhances setting

Cairns Aquarium is a 3 level, 7,800 square-metre world-class tourism facility. It has 71 exhibits and over 5 million litres of salt, fresh and brackish water displays showcasing 15,000 live specimens and habitats found exclusively in Queensland's Far North. Its location in the Cairns CBD makes it the perfect place to showcase the diverse habitats found in north Queensland.

### Good process

The development of the aquarium was made possible through the thoughtful zoning of the subject site within a desirable location of Cairns. The project developers specifically chose the site due to its existing zoning and its location as a drive by entrance in to the Cairns CBD.

## Brisbane YHA

Town and City Centres

Brisbane YHA is a modern, 373-bed hostel on the fringe of Brisbane CBD, providing accommodation for individuals and groups.



Brisbane YHA—Brisbane, Queensland

*Photo credit: Michael McKeown*

### Needs of tourist

Brisbane YHA caters for independent travellers of all ages and nationalities. It also has a growing business catering for groups, including schools. The majority of travellers are looking for budget accommodation that is clean, safe and located near public transport, special events venues and other attractions.

### Creates experience

Brisbane YHA is a large, well-run and modern hostel. It offers excellent facilities, even including a rooftop pool and dining area. Many staff members are locals with knowledge about Brisbane and can advise guests on the best places to eat, be entertained and shop.

### In context

The design of the buildings responds well to the subtropical climate of Brisbane, including simple things like windows that open and plenty of natural light. Brisbane YHA is close to regional and interstate rail and bus stations, and is a short walk from local centres and shops.

### Enhances setting

The hostel offers various facilities, including numerous common rooms, a rooftop pool, ground floor restaurant, communal kitchen, lockers (for food storage) and internet facilities. Spectacular views of Brisbane are also available from the roof. Room sizes are adequate and include lockable cupboards for all guests. The buildings are designed to take advantage of the steeply sloping site.

### Good process

Brisbane YHA was refurbished in 2009. One of the original two buildings was pulled down and completely rebuilt whilst the other was refurbished. The hostel remained operational throughout the process.



Brisbane YHA  
Photo credit: Michael McKeown



Inner city location  
Photo credit: Michael McKeown



Figure ground diagram

# Limes Hotel

Town and city centres



Limes Hotel—Fortitude Valley, Brisbane, Queensland  
Photo credit: Michael McKeown

Limes Hotel is a 22 room boutique hotel and rooftop bar, located in Brisbane’s Fortitude Valley, that has been open since 2008.

### Needs of tourist

Limes Hotel attracts corporate guests during the week, with entertainment-seekers frequenting the hotel on the weekend. The majority of guests are from Queensland, with few international travellers visiting the hotel.

### Creates experience

Limes Hotel markets itself as a hidden urban retreat, a boutique hotel that offers personalised service, high-quality amenities and luxury complimentary gifts. It has a strong affinity with nearby restaurants and is located in the vibrant Fortitude Valley. The rooftop bar, which offers regular wine clubs and an open air movie theatre, is part of the unique experience offered by the hotel.

### In context

The Limes Hotel is located on a narrow block and makes the most of the site. An option has been retained for a four storey extension. The hotel does not include any on-site parking, capitalising on nearby public transport, multi-storey car park and taxi services.

### Enhances setting

The hotel embraces an architectural and artistic vibe. The architecture ensures that each room responds well to the narrow shape of the block, whilst including all the relevant amenities. The Limes Hotel logo has been used along the façade of the building to create interesting privacy screens for room balconies.

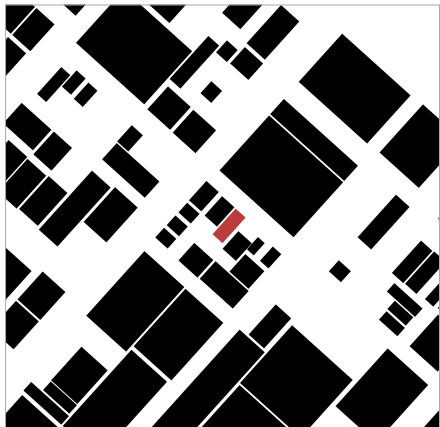


Figure ground diagram

Source: Interview with Magnus Hojden (General Manager)

# Hilton Hotel

## Town and city centres



The Hilton Hotel—Surfers Paradise, Queensland

The two towers of the Hilton Hotel comprise 169 hotel rooms, 250 residences and a retail precinct overlooking the beaches of Surfers Paradise.

### Needs of tourist

The Hilton Hotel attracts families, couples, business people and international tourists. It markets itself as a luxury accommodation brand that is perfectly positioned to take advantage of the dining, adventure, recreation and entertainment opportunities available on the Gold Coast.

### Creates experience

The Hilton Hotel is located in the heart of Surfers Paradise. The location affords each guest a spectacular view of the coast and surrounding hinterland. The hotel itself offers fine dining, luxury accommodation, spa treatments and other recreation facilities, in addition to the range of activities and experiences offered by the Gold Coast.

### In context

The Hilton Hotel is surrounded by other hotels, all of which embody the tower form that is so iconic of the Gold Coast. A top-down method was used during construction to

safeguard the footpath around the towers. The hotel is accessible by car, and bus routes. The Gold Coast light rail network will also provide almost direct access to the hotel upon its completion.

### Enhances setting

The curved façade and simple lines of both towers are a classic example of the sleek, modern hotels that are so iconic of the Gold Coast. Both towers are identified as individual, yet distinctively related buildings that share a ‘vertical dialogue’. The different building plates emphasise particular components of the towers, including the base retail area. The large windows of each guest room provide views of the coastline and surrounding developments.

### Good process

The application for the Hilton Hotel was supported by council for the economic and community benefit that the brand and scale of development would contribute to the Gold Coast. An existing planning scheme policy that supports incentives ensured that council processes were targeted, transparent and visible to the community and key stakeholders, who largely supported the development.

# Emporium Hotel

Town and city centres



Restaurant opposite the Emporium Hotel—Fortitude Valley, Brisbane, Queensland

Photo credit: Buckley Vann

The Emporium Hotel is a five-star hotel located in a mixed-use precinct in the heart of Fortitude Valley, that was opened in 2007.

## Needs of tourist

The hotel attracts corporate guests and leisure seekers. The hotel markets itself as a boutique, service-focused hotel that creates ‘exquisite stays’ for its guests.

## Creates experience

The Emporium Hotel creates a feeling of relaxation, luxury and indulgence. The level of service, quality amenities, fixtures and fittings and overall design of the hotel all contribute to this atmosphere. The hotel provides excellent facilities, which are a major attraction for visitors and includes a cocktail bar, pool, gym, sauna, patisserie and conference centre.

The Emporium Hotel also capitalises on its premium location within Fortitude Valley and proximity to restaurants, retail, commercial and entertainment opportunities.

## In context

The Emporium Hotel has a strong focus on environmental and social responsibility

and has established a detailed waste management strategy. The design of the hotel is also responsive to the subtropical climate. Staff members have local knowledge, with trainee and work experience opportunities also available. The Emporium Hotel includes basement parking for private cars and is also readily accessible by train or bus.

## Enhances setting

The Emporium Hotel was one of the original urban renewal projects in Fortitude Valley, converting an old Brisbane City Council bus depot into a mixed-use precinct that is now considered the gateway to the valley. The hotel engages with the street and surrounding urban environment; the large, open lobby welcomes guests and interfaces well with the adjoining commercial, retail and restaurant land uses. The frangipani features in every aspect of the hotel, as the key inspiration and design feature for the overall precinct and a reference to its Queensland setting.

## Good process

The Emporium Hotel formed part of a mixed-use precinct project and was one of the first projects of its kind in Brisbane.

Source: Interview with Angela Loucaides (Marketing Manager)

# Story Bridge Adventure Climb

Town and city centres



Story Bridge Adventure Climb—Kangaroo Point, Brisbane, Queensland

The Story Bridge Adventure Climb offers tourists the opportunity to climb an historic Brisbane icon and commenced operations in 2005.

## Needs of tourist

The Story Bridge Adventure Climb attracts tourists from Brisbane and across Queensland, as well as some interstate and international visitors. The bridge offers an adventure experience to anyone over 10 years of age.

## Creates experience

Climbers are provided with views of Brisbane and a history of the bridge and the city as they climb. It is one of only three bridges across the world that is available to the public to climb. It is also the only bridge that climbers are permitted to abseil off.

## In context

The administration centre is accessible via public transport (ferry) and car. Limited car parking and on-street parking is available near the climb administration centre. The bridge is also located in proximity to several dining and accommodation opportunities.

## Enhances setting

The Story Bridge has architectural, engineering and historical values. The administration centre (base headquarters) is located near the base of the bridge. It includes change rooms, a safety briefing area and waiting area for family and friends.

## Good process

Part of the application process for the administration centre involved community consultation and liaison with Heritage Queensland. One objection was made to the proposed operation and the application went to the courts before being approved.

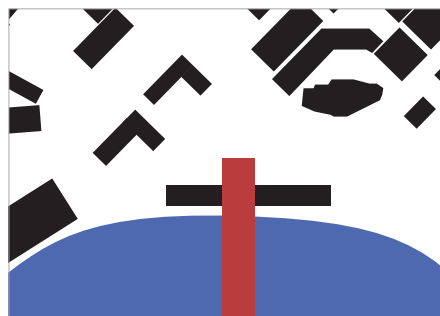


Figure ground diagram

Sources: <http://www.storybridgeadventureclimb.com.au>; <http://www.yourbrisbanepastandpresent.com>; Paul Lewin (CEO)

# Portside Cruise Terminal

## Special places



Portside Cruise Terminal—Hamilton, Brisbane, Queensland

Photo credit: Michael McKeown

Portside Cruise Terminal, part of a waterfront urban redevelopment project, is a passenger cruise ship terminal that can handle 2000 passengers at one berthing.

a broader market. The Portside precinct includes substantial parking, although many passengers access the terminal from taxis or use nearby long-term car parking.

### Needs of tourist

Tourists visiting the terminal are mainly embarking cruise ship passengers and their family and friends. Cruises from Brisbane attract a local market, with nearly 80% of passengers coming from Queensland.

### Enhances setting

Portside is a contemporary urban place successfully integrating city uses and buildings with a large piece of tourism infrastructure. Environmental considerations did not feature heavily in the design.

### Creates experience

Portside is the only privately owned cruise terminal in Australia. Brisbane's location allows tourists to visit three Pacific islands within seven days, a voyage that other capital city ports in Australia cannot offer. The adjoining shopping, leisure and residential precinct highlights the ongoing urbanisation process of this part of the Brisbane River.

### Good process

The inclusion of the cruise terminal in the Portside development was a condition of the development approval for the precinct. A staged approach was used for the construction of both the residential apartments and terminal complex. The flexible design of the departure and arrivals ramp allows for ships to berth in the best location at the time, whilst allowing for the safe journey of passengers. However, windows of the residential apartments facing the terminal are close to the departure and arrivals ramp for passengers. The original terminal building was soon found to be too small.

### In context

Portside Cruise Terminal is 7 km from Brisbane's CBD and employs 90 staff, mostly part-time. Due to the location of the terminal, larger ships with more than 2000 passengers cannot access the terminal and future relocation may be necessary to service

Source: Matthew Osborne



# XXXX Ale House

Special places



XXXX Ale House—Milton, Brisbane, Queensland  
Photo credit: © Queensland Government, 2013

The XXXX Ale House, opened to the public in 2003, is a brewery tour experience in the heart of Brisbane.

## Needs of tourist

The XXXX Ale House attracts beer lovers and businesses looking to provide a location for corporate events. The brewery markets itself as being an entertainment venue that offers an educational experience of an Australian icon.

## Creates experience

The Castlemaine Perkins Brewery was first established in 1878 and has been fully restored as a heritage-listed icon of Brisbane. The brewery offers tours, lunchtime dining and function facilities. The brewery tours focus on the 135-year history of the ale house, as well as teaching guests about how beer is made and how to pour the perfect beer.

## In context

The XXXX Brewery is an important part of Brisbane's history and the experiences offered at the brewery highlight the significant role it has played in the economy. The brewery is accessible via public transport and car.

## Enhances setting

The XXXX Brewery is a fully functional brewery. As such, the XXXX Ale House experience has been designed around the requirements of operations and machinery. The brick façade of the building has been maintained and restored to its original condition. Function areas have been also been retrofitted.

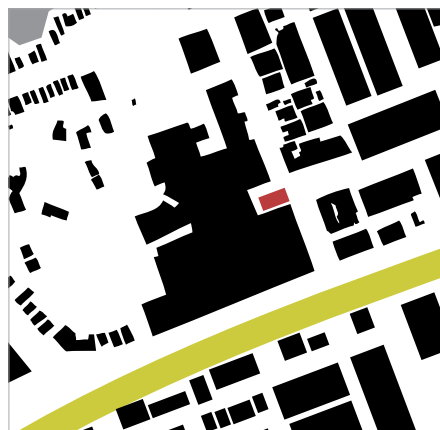


Figure ground diagram

# Appendix A

## Other tourism features of relevance to local government planning

### Events and tourism

Events and tourism go hand in hand, acting as major or short-term attractions to visitors.

Events can sometimes put pressure on local infrastructure which can create challenges for local communities.

Events should be consistent with the type of tourism in the locality and ensuring shared community goals are identified and worked towards.

Events are a good way for locals and tourists to enjoy the same attractions, and can be a rare opportunity for locals to access and use tourism infrastructure which may not normally be open to non-guests.

Events also help to promote a destination and its tourism assets; tend to generate higher per visitor expenditure which represents an important economic generator for an area and are an excellent way to generate visitation and expenditure in an area in low season and foster use of otherwise under-utilised tourism assets at these places.

### Nature-based tourism and ecotourism

Nature-based tourism and ecotourism are two closely related areas of tourism with growing importance. Tourism Western Australia suggests the following definitive characteristics for nature-based tourism:

- nature-based tourism includes a range of tourism experiences, such as adventure tourism, ecotourism and aspects of cultural and rural tourism (such as farmstays).

The *Queensland Ecotourism Plan 2020* (Queensland Government, 2013) defines ecotourism as encompassing ‘a broad spectrum of environmentally responsible activities that increase visitor appreciation, develop a better understanding of the natural and cultural heritage and are carefully managed to be ecologically, economically and socially sustainable.’

Ecotourism Australia defines ecotourism as ‘ecologically sustainable tourism with a primary focus on experiencing natural areas that fosters environmental and cultural understanding, appreciation and conservation’.

Ecotourism requires tourism to contribute to the well-being of the natural areas and local communities in which they operate, and to educate and inform visitors.

Ecotourism is a growing part of the tourism industry and experience. Queensland’s bountiful natural places make the state well placed to benefit from interest in ecotourism.

Specific strategies and actions for ecotourism in the *Queensland Ecotourism Plan 2020* focus on five strategic areas:

- deliver world-class experience
- facilitate best practice and innovation
- raise the profile of Queensland’s ecotourism experiences
- foster thriving operators
- embrace a partnership approach between the tourism industry, government and community.

DTEB’s The Queensland Ecotourism Development Toolkit provides information and guidelines to help developers and investors make informed decisions regarding the development of ecotourism products on different land tenures. The Queensland Ecotourism Toolkit can be found at <https://publications.qld.gov.au/dataset/queensland-ecotourism-development-toolkit>.

## Drive tourism

There are several factors to consider when seeking to promote drive tourism. Many of these require local government support and implementation, often beyond the role of the planning department. They include:

- meeting consumer needs (well informed, service quality)
- road quality, safety and maintenance (capacity, flood immunity, driver education and road safety, roadside rest areas, user conflicts)
- signage (maintain aesthetics, easy and accessible)
- roadside infrastructure (greater investment in rest areas)—enhance experience
- accommodation and facilities (small-scale facilities for drive visitors on farms and other land use types, caravan park development project, camping, raise awareness of appropriate behaviours and required permits)
- visitor information and technology applications (access information on events and facilities)
- provide suitable accommodation and services (facilities).

## Scenic amenity

Enjoyment of scenic amenity can be supported in many ways, from providing access to lookouts, to careful road design, or by celebrating historic or significant urban landscapes.

There are many ways by which scenic amenity values may be identified, protected and integrated into tourism experiences.

- Locate and protect public access to viewing locations.
- Publish promotional material to communicate the location of scenic locations.

- Implement wayfinding strategies (directional signage from main transport routes), considering different languages, abilities and ages.
- Provide additional facilities at or near viewpoints to increase useability, appeal, community education and further the multipurpose nature of the site.
- Ensure all necessary safety standards are met.
- Identify and develop a network of viewing locations, linked by scenic travel routes and visually significant scenic corridors along transport networks.
- Provide clear policies that discourage or manage built elements to protect scenic amenity.
- Fragmentation of rural production areas should be discouraged (unless supported by scenic assessments).
- Tourism prospers in areas where the urban design aesthetics of the built environment are recognised as essential to building community. This extends to public art, architecture and heritage, which can help create meaningful connections between people and places.
- Visual design treatments can be highly effective, such as entrance roads as the ‘gateway’ to a town.

# Appendix B

## Common problems and tensions in tourism planning

While researching this document, some common problems and tensions in tourism planning were identified. Planners may wish to inform themselves of these problems to support their own knowledge, their plan making and development assessment work.

### Common problems for strategic planning

1. Tourism assets and the aspirations for future tourism development need to be part of economic development strategies.
2. It is often difficult to determine land use elements from tourism developments in strategic economic documents.
3. There is an identified need to build capacity and enhance existing levels of awareness and appreciation of tourism, and how to plan for it, amongst local government planners and other relevant professionals.
4. Existing tourism information, plans and strategies are often disjointed and difficult to use statutorily.
5. Councils have an essential role to play in facilitating appropriate tourism development and associated services and facilities.
6. Rural, natural and urban areas have very different attributes and challenges—they must be treated individually. Context is key.
7. Allocating responsibility for infrastructure provision through fair apportionment processes, whilst facilitating the bigger development picture.
8. Managing impacts on tourism developments from other activities. For example, dredging impacts on Great Barrier Reef tourism operators.
9. Unlike other assets, such as resources, tourism is difficult to quantify.
10. Attempts to replicate successful tourism projects in inappropriate locations reflects badly on tourism—location is key.
11. Some land uses are not explicitly limited to being tourism activities. The

categorisation of tourism land uses depends largely on the context and terminology must be clear to avoid confusion.

12. Planning often focuses on the long term and it needs to recognise and understand that tourism primarily responds to market changes which are much quicker.
13. A lack of cross agency co-operation and dialogue can result in conflicting priorities, extended timeframes and duplication of assessment processes.
14. There is often a lack of understanding about planning for tourism developments, particularly from councils and the public.
15. Tourism is not always supported or considered in strategic planning processes and resultant plans and strategies.

### Common problems for development assessment

1. Pre-feasibility work needs to be undertaken. Public money is often invested in business plans with no prior feasibility work being undertaken.
2. Pre-lodgement discussions between council and the applicant are necessary to avoid wasting time, money and resources in the long term.
3. There are often a number of hoops to go through before a fast tracking process can be entered, often reducing its effectiveness.
4. Tourism developments predominantly include mixed or multiple uses on one site, which can be difficult for council to interpret or understand when they often expect single land uses only.
5. Tensions and amenity impacts (for example, noise and odour) can often arise between tourism and rural and agricultural land uses.
6. The potential for encroachment issues and areas transitioning to tourism as the dominant land use or activity.

7. Infrastructure charges and associated costs can be a significant issue for tourism developments, particularly car parking requirements.
8. Tourism projects typically go through quite a reactive process, with developers and communities often having opposing views.
9. The lack of communication between state and local agencies can lead to multiple regulators and the duplication of referrals. Clear direction on what referrals are required is also necessary.
10. Approval conditions for tourism developments are often inappropriate and not relevant to the context. This is because planning schemes and/or council may not be flexible enough to amend conditions to make them relevant to the place and setting. Furthermore, state and federal level legislation often mandate certain provisions, e.g. wheelchair access, that are simply not appropriate for the land use and activities that are proposed.
11. Local law licenses and permits can be overwhelming, confusing and not always well explained or obvious.
12. The planning system does not know how to respond to staged development from an entrepreneurial perspective. Not all stages are or rather, can, be planned for at the beginning of a tourism development. They often emerge over time as the market, climate and other drivers change.
13. Extended timeframes and costs to developers as a result of all of the above.

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