

DEPARTMENT OF THE SENATE

PARLIAMENTS  
IN  
PARLIAMENTS

16 APR 1980

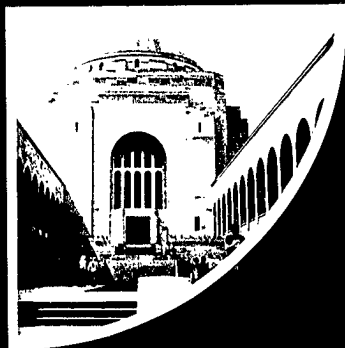
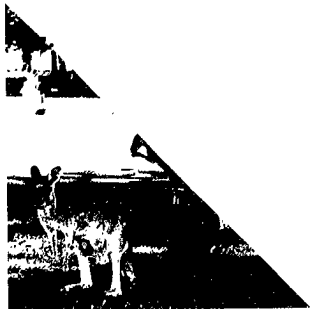
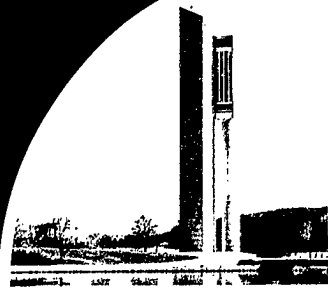
*H. Radclaw*

Acting Clerk of the Senate

THE SENATE

TABLED  
PAPER

DEPARTMENT OF THE COMMONWEALTH OF AUSTRALIA



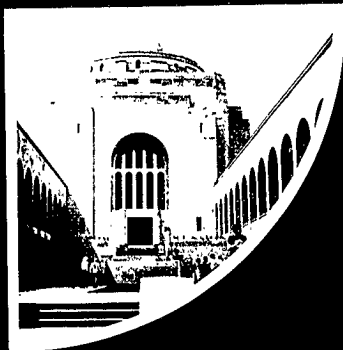
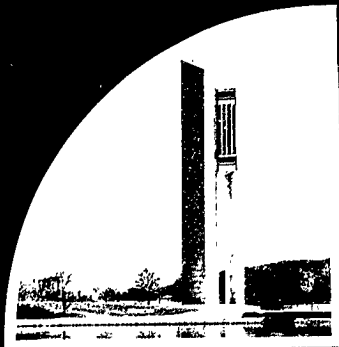
The Parliament of the  
Commonwealth of Australia



# TOURISM IN THE A.C.T.

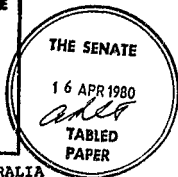
Report of the  
Joint Committee on the  
Australian Capital Territory

March 1980



The Parliament of the  
Commonwealth of Australia

DEPARTMENT OF THE SENATE	
PAPER No.	550
DATE	
PRESENTED	
16 APR 1980	
<i>M. Badshaw</i>	
Acting Clerk of the Senate	



THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

TOURISM IN THE A.C.T.

Report of the Joint Committee on the  
Australian Capital Territory  
March 1980

AUSTRALIAN GOVERNMENT PUBLISHING SERVICE  
CANBERRA 1980

TABLE OF CONTENTS

	Page
Joint Committee on the Australian Capital Territory	v
Terms of Reference for the Inquiry	vi
Membership of the Committee	vii
Abbreviations	viii
Chapter 1 - Introduction	1
- Conduct of the inquiry	1
- Developments during the inquiry	2
- Previous inquiries	3
. Senate Select Committee on the Development of Canberra - 1955	4
. A.C.T. Tourist Industry - 1961	5
. Employment Opportunities - 1972	6
. Coombs Task Force - 1973	7
. Pannell Kerr Forster and Company - 1977	8
. House of Representatives Select Committee on Tourism - 1978	8
Chapter 2 - The Significance of Tourism	11
- International significance	11
- National significance	11
- Significance to the A.C.T.	12
Chapter 3 - Tourism and Future Development	17
- Employment opportunities	17
- Recreation facilities	19
- Urban development	19
- The national heritage	20
- Regional development	20
- Conclusion	21
Chapter 4 - Tourist Potential	23
- International tourists	24
- Domestic tourists	25
- Length of stay	27
- Conclusion	29
Chapter 5 - Development of Tourist Attractions	31
- Existing attractions	31
- Future attractions	32
- Commonwealth operated attractions	33
- The Parliament	37
- Sport	39
- Culture	40
- Heritage	42
- Privately owned attractions	46
- Natural attractions	49

© Commonwealth of Australia 1980

ISBN 0 642 04761 8

Chapter 6	- Facilities	55
	- Information	55
	- Transport	57
	. Road transport	58
	. Air transport	62
	. Rail transport	64
	- Accommodation	66
	- Facilities for the handicapped	67
	- Catering	70
	- Entertainment	70
	- Conference facilities	74
Chapter 7	- Promotion	75
	- Present promotion	75
	- Promotional problems	80
	- Promotional media	82
	. Brochures	82
	. News media	83
	. Films	84
	. Package tours	84
	. Interstate offices	85
	. Overseas promotion	86
	. Convention and Visitors Bureau	88
	. Co-operative promotion	89
	- Educational promotion	90
	- Conclusions	91
Chapter 8	- Regional Tourism	93
	- Promotion	94
	. External promotion	94
	. Internal promotion	95
	- Co-operation	97
	- Facilities	99
	- Conclusions	99
Chapter 9	- The Commonwealth Role	101
	- The National Role	101
	- The Territorial Role	104
	. Organisation	104
	. Promotion	110
	. Development	111
	- Advisory Board	112
Chapter 10	- Conclusions	115
<u>APPENDIXES</u>		
APPENDIX I	List of Witnesses	119
APPENDIX II	Persons and organisations who made submissions but did not appear at public hearings	129
APPENDIX III	Inspections undertaken by the Committee	131

## JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

The Joint Committee on the Australian Capital Territory was first appointed by resolution of both Houses of Parliament in 1957 and has been re-appointed in succeeding Parliaments. Both Houses resolved to appoint a Joint Committee on the last sitting day in 1956 but time did not permit the appointment of members. The present Committee was appointed for the life of the 31st Parliament by resolutions of the Senate and the House of Representatives in March 1978.

The duties of the Committee as specified in its Resolution of Appointment are to:

- (a) examine and report on all proposals for modification of variations of the plan of layout of the City of Canberra and its environs published in the Commonwealth of Australia Gazette on 19 November, 1925, as previously modified or varied, which are referred to the Committee by the Minister for the Capital Territory, and
- (b) examine and report on such other matters relating to the Australian Capital Territory as may be referred to the Committee -
  - (i) by the Minister for the Capital Territory, or
  - (ii) by resolution of either House of the Parliament.

#### TERMS OF REFERENCE FOR THE INQUIRY

The Committee is asked to consider and report on:

- . the desirable role for tourism in the future development of the A.C.T.
- . the potential for the development of tourism in the A.C.T.
- . the need for tourist facilities in the A.C.T.
- . the need for tourist promotion for the A.C.T.
- . the methods whereby tourism in the A.C.T. may be promoted.
- . the role and responsibility of the Commonwealth for developing and promoting tourism in the A.C.T.
- . other matters the Committee believes relevant to tourism in the A.C.T.

#### MEMBERSHIP OF THE COMMITTEE

Chairman	: Senator J.W. Knight
Deputy Chairman	: Mr K.L. Fry, M.P.
	Senator M.A. Colston Senator S.M. Ryan Senator B.C. Teague Mr W.G. Burns, M.P. Mr A.G. Dean, M.P. Mr J.W. Haslem, M.P. Mr U.E. Innes, M.P. Mr P.E. Lucock, M.P.
Clerk to the Committee	: Mr P.F. Bergin.

## CHAPTER 1 - INTRODUCTION

### ABBREVIATIONS

A.C.T.	Australian Capital Territory
Advisory Board	A.C.T. Advisory Board on Tourism
AIDC	Australian Industry Development Corporation
ATC	Australian Tourist Commission
BIE	Bureau of Industry Economics
BTE	Bureau of Transport Economics
Bus Proprietors Association	Bus Proprietors Association (N.S.W.) - A.C.T. Branch
DCT	Department of the Capital Territory
DOT	Department of Transport
NCDC	National Capital Development Commission
TAA	Trans Australia Airlines
The PKF Visitor Study	The Economic and Social Impact of Visitors on the A.C.T. - A report by Pannell Kerr Forster and Company - May 1977
Tourist Bureau	The A.C.T. Government Tourist Bureau

1. On 9 April 1979 the Minister for the Capital Territory, the Hon. R.J. Ellicott, Q.C., M.P., forwarded to the Committee suggested terms of reference for an inquiry into tourism in the Australian Capital Territory (A.C.T.). The suggested terms of reference were considered by the Committee and it was resolved that the terms of reference be accepted with one amendment. This was that "the potential for the development of tourism in the A.C.T." be added as the second term of reference. The amendment was accepted by the Minister and on 14 May 1979 the inquiry was formally referred to the Committee. The terms of reference for the inquiry are set out on page vi of this report.

#### CONDUCT OF THE INQUIRY

2. The inquiry was advertised in the major metropolitan newspapers and in newspapers in the surrounding region. The Committee received 79 formal submissions from a wide range of organisations and individuals concerned with tourism. In addition to organisations and individuals within the A.C.T. there were submissions from local government and tourist organisations in the surrounding region as well as from Commonwealth Departments and instrumentalities and national firms.

3. The Committee held 11 public hearings at which 102 witnesses appeared before the Committee. These included representatives of 42 organisations. The transcript of evidence taken at those hearings is available for inspection at the Committee Office of the House of Representatives and

the National Library. Public hearings were held in Canberra, Sydney, Melbourne, Queanbeyan, Moruya, Tumut and Goulburn and 1,469 pages of evidence were taken. Appendix I lists the witnesses who appeared before the Committee while Appendix II lists those persons and organisations which made submissions but were not called to give evidence in public.

4. In addition the Committee held informal discussions with the authorities responsible for tourism in Hobart, Darwin and Melbourne, and with the A.C.T. House of Assembly Standing Committee on Development, as well as conducting some 15 inspections of tourist attractions and facilities. Included in those inspections was a day tour with visitors who were touring Canberra. Appendix III lists the inspections undertaken by the Committee.

#### DEVELOPMENTS DURING THE INQUIRY

5. The Master Builders Association of the A.C.T. in its submission to the Committee expressed concern that the inquiry would mean that no decisions would be made on tourism during the course of the inquiry. This concern which was shared by the Committee proved groundless. Rather than delay developments the inquiry would appear to have accelerated them, judging by the announcements made during the inquiry.

6. The Department of the Capital Territory (DCT) first appeared before the Committee on 13 August and again on 27 November 1979. At the November hearing the Secretary of the Department outlined developments during the intervening period:

"Several important developments have occurred since the Department last appeared before this Committee ... The Sydney office of the Australian Capital Territory Government Tourist Bureau was opened recently. The

Minister for the Capital Territory has established the Canberra Commercial Development Board whose charter is to promote investment in the Territory ... The Department has sought expressions of interest in the construction of a convention centre, with or without a casino, on a site adjacent to the city ... The Minister has announced that one of the applications for the development of a tourist complex at section 32 - the Jolimont site - is sufficiently promising to justify further examination ... The Minister recently announced some changes in the commercial leasing system which will make the Territory more attractive, generally, for investors to invest in commercial development."(1)

7. In addition to those initiatives there was the announcement by Ansett Airlines of Australia of a limited experiment in departing from the parallel scheduling of aircraft travelling between Canberra and Melbourne and Canberra and Sydney. A further development was the announcement by the Prime Minister on 27 September 1979 that a Museum of Australia will be established in Canberra and a statement by the Minister for Home Affairs on 28 September on planning for the museum, including the proposed introduction of legislation to establish it and to set up an Interim Council.

#### PREVIOUS INQUIRIES

8. There have been a number of previous inquiries into tourism in the A.C.T. They include previous reports of this Committee as well as a study by consultants of the economic and social impact of visitors to the A.C.T. In order to provide some background to this inquiry each of the previous inquiries is considered in turn.

9. Throughout the report Canberra is used to denote the urban areas that comprise the national capital while the A.C.T. denotes the whole of the Territory which covers much



more (e.g. the Gudgenby and Tidbinbilla Nature Reserves, the Murrumbidgee River corridor, 3 space tracking stations and the Mt Stromlo Observatory to name but a few).

#### Senate Select Committee on the Development of Canberra - 1955

10. The Senate Select Committee concluded that every encouragement should be given to the development of Canberra as a tourist, cultural and educational centre. It noted that Canberra attracted 250,000 visitors a year and as that Committee saw it in 1955

"Canberra is not merely an ordinary city, and being the Capital city of Australia, its standards should not be regarded as simply those of a city of about 30,000."(2)

One recommendation of the Committee proposed a more positive approach to tourism while another referred to the need for the establishment of certain cultural institutions. Institutions which the Committee considered should be established were:

1. A National Art Gallery.
2. A School of Fine Art.
3. A National Theatre.
4. A School of Drama.
5. A Conservatorium of Music.
6. An Opera House.
7. A National Museum.(3)

#### A.C.T. Tourist Industry - 1961

11. The Joint Committee on the A.C.T. previously inquired into the tourist industry and reported in August 1961.(4) Twenty-four submissions were received and the Committee concluded

"... it is a legitimate function of the Federal Government to foster interest in Canberra as the Seat of Government of the Commonwealth and as a symbol of Australian ideals and achievement."(5)

It also made reference to the benefits to national cohesiveness deriving from a visit to Canberra and considered that a visit to Canberra should be part of the civic education of every Australian. Reference was made to the lack of a National Museum, Art Gallery and National Library as well as the facilities available to tourists such as street lights and bus services to the Australian War Memorial. The Committee also pointed to a serious lack of consciousness at public and private levels of the importance of the development of Canberra as a national cultural centre.

#### Employment Opportunities - 1972

12. A later report of this Committee into Employment Opportunities in the A.C.T.(6) considered that while the 1961 Report clearly depicted the state of the tourist industry at that time the extraordinary growth and significance of tourism was not fully envisaged and as a result the recommendations to cope with the development of tourism in Canberra-Queanbeyan were of a somewhat limited nature:

"Nonetheless there was a clear recognition of the need for:

- (a) more adequate accommodation, especially in the low cost category; and
- (b) development of buildings and other works consistent with Canberra as the repository, and place for continuous and accessible display of matters of national importance such as art works, Australian and the like; and
- (c) co-ordination of effort of elements of the visitor industry to provide for effective development and attractive advertisement of Canberra to inform and interest Australians and other people."(7)

It was also noted that since the 1961 report some of its proposals had been implemented.

13. At the Committee's request the terms of reference for the inquiry into employment opportunities had been amended to allow for an examination of the visitor industry. It was acknowledged that there were wider implications for the visitor industry than merely providing employment and that insufficient evidence was presented for a comprehensive review of the industry. Concern was expressed by the Committee at the lack of participation in and knowledge of the Canberra situation by the Australian Tourist Commission (ATC).

14. The Committee also suggested that the public service departments have much to be proud of and should make public by way of appropriate display and advertisement, some of their activities and achievements. It recommended the establishment of an Australian pavilion:

"There is, in a sense, a degree of accountability to fellow Australians visiting the national capital by public service departments of which this city is mainly comprised. The only worthwhile advertised continuous display of public authority work of this kind in Canberra is the National Capital Development Commission's Regatta Point exhibition."(8)

The Committee also recommended the reorganisation of the A.C.T. Tourist Bureau to provide for research and the provision of secretarial assistance to the A.C.T. Advisory Board on Tourism (hereafter referred to as the Advisory Board).

#### Coombs Task Force - 1973

15. The June 1973 "Review of the Continuing Expenditure Policies of the Previous Government" (the Coombs Task Force) considered the expenditures involved in operating the A.C.T.

Government Tourist Bureau (Tourist Bureau). It noted there was no legislative commitment for the expenditure of the funds. It also noted that while it may have been necessary to publicise Canberra some years ago, Canberra now received a great deal of publicity through the daily press and other media.

16. The Coombs Task Force suggested the elimination of the promotional role of the Bureau and restriction of its activities to that of a booking office. It was also suggested that a greater contribution should be sought from the beneficiaries of the promotion such as accommodation and tour operators. A more far reaching possibility suggested was the taking over of the Bureau by the local Chamber of Commerce.

#### Pannell Kerr Forster and Company - 1977

17. This study, which was commissioned late in 1974 by the DCT, the National Capital Development Commission (NCDC) and the then Department of Tourism and Recreation, was claimed by DCT to be "the first comprehensive tourism data exercise mounted in the A.C.T."(9) The Study involved data collection over a year and analysis to determine alternative objectives and subsequent policies. The Study was divided into two stages because of funding difficulties and the first part, "The Economic and Social Impact of Visitors on the A.C.T." (PKF Visitor Study) was published in May 1977. The main findings were:

- (a) an estimated 2.5 million visits were made to A.C.T./Queanbeyan during the Study period;
- (b) approximately \$72 million was spent in the Study region by visitors. Average expenditure per person/visit was \$32;

- (c) a benefit/cost ratio of government revenue to government expenditure on tourism of 3.05 to 1 was calculated;
- (d) the majority of visits (86.5 per cent) were made by private vehicle, and a further 9.9 per cent by air;
- (e) N.S.W. provided 62.5 per cent of all visits with 35.2 per cent coming from Sydney; 21.4 per cent came from Victoria. Queensland and South Australia followed, each with less than 5 per cent;
- (f) two-thirds of all visits were made by persons either on vacation or seeing friends and relatives. Business and conference traffic accounted for 15 per cent;
- (g) a third of the 2.5 million visits were made by day visitors, another third by those staying with friends or relatives, while a third were made by those who purchased commercial accommodation in some form, and
- (h) average length of stay for overnight visits was 3.4 nights. Those staying with friends and relatives remained on average 4.3 nights; those in hotels and motels 2.2 nights.

Stage 2 of the study which was to concentrate on the determination of alternative objectives and subsequent policies has not been completed. A joint DCT/NCDC working group was set up to enable Stage 2 to proceed but it was considered inappropriate to continue the joint working group study while this Committee was conducting its inquiry.

House of Representatives Select  
Committee on Tourism - 1978

18. The Select Committee on Tourism presented its final report(10) in October 1978 and reached 45 conclusions in regard to the Australian tourist industry. It also made a number of recommendations which were of relevance to the A.C.T. as well as the Australian tourist industry. One

particular conclusion of that Committee was that the long term future of the Australian tourist industry would depend, inter alia, on the rapid development of Australia's tourist attractions and the aggressive promotion of those attractions by both industry and government at home and overseas.

- 
1. Transcript of evidence p. 1386.
  2. Report of the Select Committee on the Development of Canberra. Parliamentary Paper No. S.2., 1955 Canberra p. 63.
  3. Parliamentary Paper No. S.2., of 1955 p. 76.
  4. Report of the Joint Committee on the Australian Capital Territory on the Australian Capital Territory Tourist Industry. P.P. No. 91 of 1961.
  5. Parliamentary Paper No. 91 of 1961 p. 9.
  6. Report of the Joint Committee on the Australian Capital Territory on Employment Opportunities in the A.C.T. Parliamentary Paper No. 142 of 1972.
  7. Parliamentary Paper No. 142 of 1972 p. 42.
  8. Parliamentary Paper No. 142 of 1972 p. 44.
  9. Transcript, p. 34.
  10. House of Representatives Select Committee on Tourism. Parliamentary Paper No. 281 of 1978.

## CHAPTER 2 - THE SIGNIFICANCE OF TOURISM

### INTERNATIONAL SIGNIFICANCE

19. Receipts from international and domestic tourism have been estimated by the World Tourism Organisation at US\$325,000m in 1978, an increase of 15 per cent on the previous year. International tourism accounted for an estimated 20 per cent of total receipts. A recent report by the World Tourism Organisation to the United Nations Economic and Social Council(11) noted that numbers travelling have increased threefold from 460 million domestic and international arrivals in 1963 to 1300 million in 1978. Of those 1300 million who travelled during 1978, 265 million or approximately 20 per cent were international travellers.

### NATIONAL SIGNIFICANCE

20. The Bureau of Industry Economics (BIE) has made a study of the economic significance of tourism to Australia.(12) It was estimated for 1973-74 (the latest year for which suitable statistics were available), that the contribution of tourism to gross domestic product was 2.6 per cent, a little less than that of the motor vehicle industry and the mining sector. It was also estimated that in the same year, the tourist industry provided employment for between 2.3 and 2.4 per cent of the Australian workforce. The study also noted that

"Expenditure by tourists has a direct effect on the economy and also an indirect affect through the other industries that supply the intermediate goods and services needed to produce items purchased by tourists ...

"It was shown that under certain assumptions, the total effect of \$1 million of additional tourist expenditure is to generate about \$2.6 million additional income within the economy." (13)

21. The House of Representatives Select Committee on Tourism also considered the role of tourism in the Australian economy. It concluded that the tourist industry is of considerable economic significance and deserves greater recognition. It also concluded that tourism is a major stimulus to sustained growth in many non-metropolitan areas of Australia and that it could make a valuable contribution to regional development and decentralisation.

#### SIGNIFICANCE TO THE A.C.T.

22. The available statistics do not give a clear indication of the importance of tourism to the A.C.T. and there are a number of conflicting estimates. Many tourism statistics count all visitors to a place whether they are visiting for pleasure, recreation, visiting friends and relatives, for business or shopping. People from the different categories tend to use the same transport, accommodation, eating and entertainment facilities. It is difficult both to define and to subsequently identify for survey purposes, the different categories of visitors. Some visitors belong to more than one category as when business visitors or those visiting friends and relatives take time to go sightseeing. Surveys will be made more difficult - in some cases impossible - if these categories are counted, or their economic impact assessed, separately. Consequently, many surveys undertaken by or for the industry to assess demand for facilities count all incoming visitors. The industry often refers to itself as the visitor industry rather than the tourist industry.

23. Data on tourism within Australia is still limited. It is compiled by many separate bodies for different purposes and the results are often not directly comparable. This report cites the results of several different surveys which while not necessarily measuring exactly the same factors nonetheless provide useful information and some comparisons.

24. The most quoted statistics for the A.C.T. are those of the PKF Visitor Study which were referred to in para 17. The PKF Visitor Study estimated that there were 2.5 million visits to the A.C.T. in 1975-76 and that there would be 3.2 million visits by 1986. These estimates were questioned by the Tourist Industry Association of the A.C.T. during the inquiry and it was suggested that the number of genuine tourists is around 800,000 annually. The number of visitors who come for holidays, pleasure or recreation, as distinct from other purpose visitors is important in determining tourist promotion and in assessing how many Australians visit and experience their national capital.

25. The definition adopted by the PKF Visitor Study was far wider than that of other studies in that it included the day visitor to Canberra of whom there were 730,000. Of the remainder who visited the A.C.T. approximately one half used private accommodation and one half commercial accommodation.

26. In addition many of those visiting the A.C.T. made more than one visit during the year. Based on information from the PKF Visitor Study it was estimated by the Parliamentary Library that just over one million visitors came to the A.C.T. in the year. However, because many of them made more than one visit the total number of visits for the year was 2.5 million.

TABLE 1  
ESTIMATES OF NUMBERS OF PERSON-TRIPS WHERE MAIN DESTINATION WAS THE  
A.C.T. 1977-78

	VEHICLE TYPE USED		PURPOSE OF TRIP		ACCOMMODATION USED			DURATION OF VISIT TO A.C.T.			HOUSEHOLD PARTY SIZE (D)		
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	
Aircraft	116.8	11.1	53.7	5.1	Head/Meal	262.0	24.9	0.14	278.4	25.7	1	370.3	35.2
Bus	36.8	3.5	212.5	20.2	Friends/ Relatives/Hosts	372.4	35.4	1	178.4	16.2	2	338.1	31.0
Car	819.5	77.9	297.6	28.3	Caravan/Tent	89.4	8.5	2	246.2	23.4	3	423.2	41.9
Truck	56.8	5.4	147.3	14.0	Other	49.4	4.7	3-7	287.2	27.3	4	198.9	19.2
Motorcycle	1.0	0.1	112.8	11.2	Not stated	8.4	0.8	8-14	38.9	3.6	5	77.9	7.4
Train	15.8	1.5	166.2	15.8	Not applicable (1)	270.4	25.7	15-28	10.5	1.0	6	8.5	0.9
Other	2.1	0.2	54.7	5.2		26.56			2.1	0.2	7	3.1	0.3
Not Stated	3.2	0.3	Not Stated	2.1	0.2			Over-56	10.0	0.0	8	6.0	0.6
								Not Stated	6.3	0.6	9	10.0	1.0
Total	1052	100	1052	100	Total	1052	100	Total	1052	100	Total	1052	100

(1) This refers to day-trippers who did not use accommodation as they did not remain overnight in the A.C.T.

(2) This table shows the number of trips by persons who visited the A.C.T. in groups of various sizes.

(3) More than 370,000 persons travelled alone; 236,100 were accompanied by one other person (also indicated in the 356,100) and so on.

Source: B.T.E. National Travel Survey 1977-78

27. The Bureau of Transport Economics (BTE) has provided estimates based on data from the National Travel Survey, July 1977 - June 1978 of trips undertaken by Australian residents to the A.C.T; "trips being journeys to a place 100 km or more from home not including travel to and from work". The Bureau estimates that 1,052,000 person-trips were made whose main destination was the A.C.T. This figure obviously understates substantially the number of visits to the A.C.T. in that it refers only to visitors whose main destination was the A.C.T. and also does not include overseas visitors. It is significant that the number whose main destination was the A.C.T. should be estimated to be so many. The details provided by the survey are set out in Table 1.

28. The PKF Visitor Study estimate of visitors is also in conflict with a more recent estimate in the Survey of Domestic Travel in Australia (Domestic Tourism Monitor) which found that during the period between April 1978 and March 1979 there were 685,000 trips whose main destination was the A.C.T. Trips were defined as a stay of one or more nights, but less than three months, away from home involving a journey of at least 40 km for any reason. These figures understate the number of visits to the A.C.T. in that they consider only those over 14 years of age and exclude the day visitor and international tourist and those whose main destination was not the A.C.T.

29. The estimate of spending in the PKF Visitor Study of \$72m also conflicts with the \$19m given in the publication "Travel with Australia" published by the ATC. The ATC Statistics are for 1973-74 and are derived from a survey which is regarded as having grossly underestimated actual travel since it was based on respondents memories of travel over a three month period.

30. At the Committee's request the BIE provided estimates of tourism's significance to the A.C.T. The estimates which were provided were "only very rough estimates". However, it was estimated that in 1973-74 employment due to tourism was about 2,750 persons and that in the same year it would require a tourist expenditure of \$6,900 to create one job (for national figures see para 34). These figures do not take into account day trip expenditure. While tourism can obviously create employment opportunities the estimates of its impact vary. This is discussed in the next chapter.

31. Earlier this year reports appeared questioning the PKF Visitor Study estimates. In fact these criticisms were not well founded. The PKF Visitor Study itself is not entirely free from criticism as in several instances it uses the term "visitors" when it would have been more appropriate to refer to "visits". The number of visits is not the same as the number of visitors for, as the Study also points out, many people make multiple visits in one year. The Committee believes that the estimates in the PKF Visitor Study are generally valid, given the difficulties involved in making such estimates on the limited statistical base available.

- 
11. World Tourism Organisation - Promotion of Tourism - May 1979. ECOSOC Document E 99 of 1979.
  12. Economic Significance of Tourism in Australia, Research Report 4, Bureau of Industry Economics, Canberra, 1979.
  13. Economic Significance of Tourism in Australia, Page 87.

## CHAPTER 3 - TOURISM AND FUTURE DEVELOPMENT

32. Tourism is much more than an industry. For the individual it offers an experience which can affect his or her every-day life and leave a lasting impact. The experience of Canberra should provide a sense of national identity and pride in Australia's achievements as well as an appreciation of those achievements and an understanding of the democratic process.

33. Tourism can contribute to the economic development of the A.C.T. since the spending of tourists makes a substantial contribution to the local economy and creates employment opportunities. To what extent it is developed will depend on the resources both private and public which are committed to the development of tourist attractions and facilities and their promotion not only within Australia but overseas. Tourism however, cannot be seen as a remedy for all present and future problems besetting the A.C.T. It is an industry which provides employment opportunities in the A.C.T. as well as a greater range of facilities both private and public than could otherwise be sustained by a city of 220,000.

### EMPLOYMENT OPPORTUNITIES

34. The estimates of tourism's job generation potential varies. According to the BIE the spending at a national level of \$12,200 in 1973-74 by domestic tourists employed one person for a year while the spending of \$11,470 by foreign tourists employed one person for a year.<sup>(14)</sup> A paper prepared for the Select Committee on Tourism by Dr

Pigram and Dr Cooper on the Economic Significance of Tourism to Australia estimated that an increase in tourism turnover of \$10,000 would create 1.21 new jobs.

35. During the course of this inquiry there were also a number of estimates given. The Tourist Industry Association of the A.C.T. claimed there would be one new job created for every 1,000 tourists who came to the A.C.T. There was also reference by Trans-Australia Airlines (TAA) to an Hawaiian Study which suggested that every 25,000 visitors to that island would create 400 new jobs.

36. A paper on the impact of tourism on economic activity and employment in the A.C.T. has been prepared by NCDC at the request of the Committee. That paper was an attempt to quantify the effect of tourist spending in the A.C.T. as this expenditure makes its way through the local, regional, state and national economies.(15) The paper which relied on the data from the PKF Visitor Study concluded (16) that in 1980 a projected 3.12m tourists would spend a total of \$118.87m (at 1978 prices). This expenditure would produce a secondary or new income via the multiplier, the precise extent of which is extremely difficult to estimate. In the paper prepared by NCDC the Commission suggested that the effect could vary from \$30 million to as much as \$163 million in 1980. It is also estimated that total income tax revenue to the Government from the primary and secondary phases of income generation would be between \$30 million and \$56 million in 1980. A further estimate is that employment in the sectors providing goods and services to visitors may be expected to rise by 25 per cent in 1980 over the 1975/76 estimated employment levels of 2,500 in the same sectors.

## RECREATION FACILITIES

37. Tourists require particular facilities and while accommodation and tours are generally provided only for the traveller there are many facilities such as the Lake Burley Griffin area and the National Botanic Gardens which are used by both the tourist and the local resident. In some instances the tourist is competing with the local resident while in others it is the combined demands of both the local resident and the tourist which lead to the expansion of existing facilities or the creation of new facilities.

38. A study of the demand for outdoor recreation in the A.C.T. found that during 1977 there were an estimated 906,000 tourist visits and 1,440,000 A.C.T. resident visits to 13 A.C.T. outdoor recreation areas.(17) The four main areas studied (Cotter, Mount Ainslie, Black Mountain, and Red Hill) accounted for 75 per cent of tourist visits to the 13 areas. While it was the major centres which attracted the tourists some of the tourists also went to the less accessible areas. While it could be claimed that tourists are placing pressure on existing facilities it also means that there will be pressure for additional recreational areas thus meaning a wider range of facilities will be available to local residents, although these will be shared with tourists.

## URBAN DEVELOPMENT

39. The DCT took the view that one of the roles of tourism was that of strengthening the commercial and social life of Civic, the City Centre. Reference was made to the need to find ways to maintain the economic viability of Civic as well as adding colour, yet at the same time retaining a sense of history in what is Canberra's first commercial centre. It is to Civic that many tourists turn



in looking for restaurants, nightlife and retail facilities. It was considered by DCT that

"Tourism will help by creating demands for central accommodation and specialty shops, and increasing the need for cafes, restaurants, taverns and more night-life." (18)

The proposed development of the tourist complex and a convention centre will bring more tourists into the City Centre by enhancing and emphasizing its central position in the national capital.

#### THE NATIONAL HERITAGE

40. As the national capital and the seat of government Canberra is the symbol of the federation of the six states. It is becoming the repository of much of the nation's heritage and more Australians are becoming aware of and taking an interest in that heritage. The Australian Heritage Commission in its evidence to the Select Committee on Tourism noted that the exposure of tourists to elements of the national and cultural heritage will strengthen their consciousness of that heritage.

41. A visit to Canberra can play an important part in the education of Australian schoolchildren. An appreciation of the role of the national capital and the role of representative government in a democracy should be part of every Australian's education. The issue of school visits to Canberra is discussed in more detail later in this report.

#### REGIONAL DEVELOPMENT

42. Most tourists who come to Canberra pass through and many take the opportunity to visit some of the attractions of the surrounding region. During the course of this inquiry the Committee visited Tumut, Goulburn, Queanbeyan

and Moruya and is conscious of the range of attractions and facilities available to tourists in the region.

43. At present there is some co-operation in promotion but the Committee is of the opinion that this can be improved by the development of more tours which include Canberra and the surrounding region. The nearby region provides both mountains and snow, coastline and surf which stand in marked contrast to the planned urban city. There is also a wide range of particular attractions such as historic homesteads, a trout hatchery, spectacular dams and caves as well as a steam museum and a wildlife park.

#### CONCLUSION

44. The Committee considers that the desirable role for tourism in the future development of the A.C.T. will be as an industry which can contribute to development of the A.C.T. and at the same time extend an appreciation in the Australian community and internationally of its role as the national capital. The means of achieving this are considered in later chapters. However, there are a number of conclusions that can be stated at this stage.

The Committee concludes that while tourism should not be seen as a remedy for all the future economic problems that might confront the A.C.T. it is able to play a desirable role in the future development of the A.C.T. by contributing to the economic and social growth of the Territory because:

- (a) it can broaden the economic base of the A.C.T.;
- (b) it is a growth industry which has scope for increasing employment opportunities within the A.C.T.;

- (c) it can contribute to the development of the growing inter-dependence of the A.C.T. and the surrounding region;
- (d) it can lead to the development of tourist facilities and attractions which will enhance the every-day life of local residents;
- (e) it can contribute to the development and diversification of particular areas in the A.C.T. such as Civic, the City Centre, and
- (f) it can foster the recognition of Canberra's role as the national capital and seat of government and strengthen a sense of national pride and identity.

- 
- 14. Economic Significance of Tourism in Australia, Page 72.
  - 15. An Analysis of Tourism Multipliers - The Impact of Tourism on Economic Activity and Employment in the A.C.T., NCDC, September 1979.
  - 16. An Analysis of Tourism Multipliers NCDC - p. 25.
  - 17. Outdoor Recreation Demand Study - Tourist Use of the National Capital Metropolitan Open Space System, J. Wood, Canberra College of Advanced Education, May 1977.
  - 18. Transcript, p. 59.

## CHAPTER 4 - TOURIST POTENTIAL

45. The House of Representatives Select Committee on Tourism (1978) noted that tourism has the potential to become a significant sector of the Australian economy. Reference was made to comments by the Department of the Treasury that over time an increasing proportion of consumer spending would be directed towards services in general and tourism in particular. The DCT referred to the recent growth rates of A.C.T. tourism:

"Subject to annual variations, mainly attributable to the economy, A.C.T. tourism has grown steadily since 1965. Records for that decade show a visitor growth of about 7 per cent per annum ... over the last four years it has dropped to average only about 3 per cent per annum." (19)

According to figures later supplied by DCT there was a fall in 1979. The actual numbers of visits in recent years are as follows:

	('000)
1975	2.522
1976	2.353
1977	2.414
1978	2.569
1979	2.287

However according to a statement issued by the Minister for the Capital Territory in February of this year the number of visits in January 1980 was 7.6 per cent above the numbers of visits in January of the previous year. Estimates for February 1980 show an increase of 7.3 per cent above the numbers for the same month of the previous year.

46. In this regard one particular conclusion of the Select Committee on Tourism is particularly relevant. The Committee concluded "that the maintenance of stable economic conditions is of paramount importance not only to the tourist industry but to all industries." (20)

#### INTERNATIONAL TOURISTS

47. Statistics given in the ATC publication "Travel Within Australia" show that 13 per cent of the visitors who stayed at least one night in Canberra during 1973-74 were international tourists. However the international tourist spent more than twice as much as the domestic tourist. A more interesting statistic from that same survey is that only 16 per cent of the international visitors to Australia visited Canberra (see also para 54). By contrast 79 per cent visited Sydney, 38 per cent Melbourne, 4 per cent the Barrier Reef and 2 per cent Ayers Rock. According to the PKF Visitor Study only 3.3 per cent of the 2.5 million visits to the A.C.T. during 1975-76 were made by international visitors and their average length of stay was 2.8 days. More up-to-date statistics on overseas visitors will become available on a regular basis with the re-introduction by the ATC of the survey of overseas visitors to Australia.

48. Canberra is considered to be an attractive tourist destination by the ATC as it is the national capital and seat of government. However, the ATC claimed there are some disadvantages such as the lack of nightlife and the lack of a major event which could attract overseas visitors. Rather than encouraging more visitors only to Canberra the ATC said it was aiming to disperse visitors throughout Australia. The ATC said

"In the eyes of many overseas tour wholesalers ... the prime elements to be included in a tour programme to Australia are visits to Sydney, Canberra and Melbourne. ATC sees as one of its major marketing objectives a wider dispersal of visitors throughout the whole of Australia." (21)

49. The ATC also referred to current air fare policies which discourage tourists from overnighing in Canberra. The fare from Sydney to Melbourne via Canberra increased by \$19-80 if the visitor decides to overnigh in Canberra. It was claimed by representatives of the local industry that as a result of this practice many tourists fly in in the morning, tour Canberra during the day and fly out on the same afternoon.

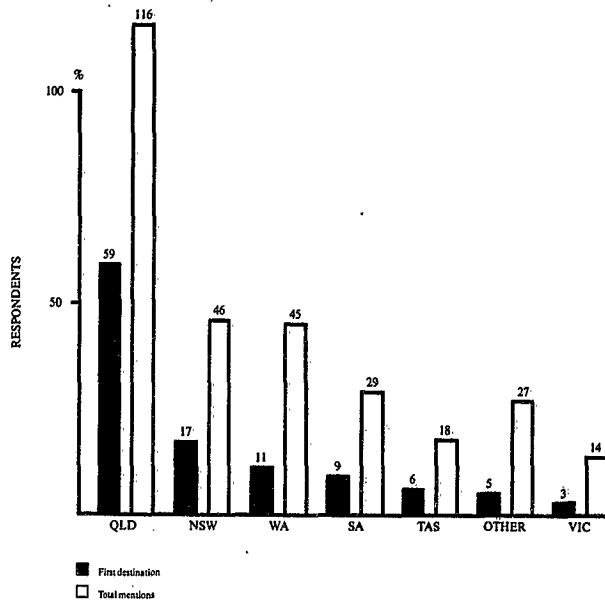
#### DOMESTIC TOURISTS

50. The domestic market is far larger than the international market and according to DCT

"Domestic travel is the key market on which Canberra must build its tourism product and industry." (22)

However, the awareness of the Australian community of the A.C.T. as a holiday destination would appear to be very low. A recent survey of residents in Sydney and Melbourne for the Tasmanian Department of Tourism sought views as to what places in Australia the person surveyed would think of when taking a holiday. The results of the survey are summarised in Table 2. The A.C.T. is included along with the Northern Territory in the "Other" category which accounted for only five per cent of choices.

TABLE 2  
TOP OF MIND ASSOCIATIONS: INTERSTATE HOLIDAY DESTINATIONS ALL YEAR ROUND



Source: Tasmania from a consumer point of view—prepared for the Tasmanian Department of Tourism by Leo Burnett Communication Research, August, 1978.

51. A more recent survey found that between April and September 1979 less than 2 per cent of the 27 million trips of at least one night away from home had the A.C.T. as their main destination. According to DCT

"the figure is indicative of the unrealised tourist potential for Canberra within the domestic market." (23)

This is particularly notable given the proximity of Canberra to the major markets of Sydney and Melbourne.

#### LENGTH OF STAY

52. A number of witnesses who appeared before the Committee commented on the comparatively short length of stay of visitors to Canberra. The PKF Visitor Study found that the average length of stay for overnight visitors was 3.4 nights. For those persons who used commercial accommodation the average length of stay was 2.2 nights but for those staying with friends and relatives the average was 4.3 nights. Figures from the Visitor Study and the National Travel Survey on length of stay are shown below.

TABLE 3  
LENGTH OF STAY OF VISITORS TO THE A.C.T.

	Day Visitor %	1 Night %	2 Nights %	More than 2 Nights %
PKF Visitor Study (1975-76)	23.0	26.6	17.5	32.9
BTE National Travel Survey (1977-78)	25.7	16.2	23.4	34.7

Preliminary statistics for the 6 months April-September 1979, from the International Visitor Survey, by the ATC show that while 14.5 per cent of all international visitors came to the A.C.T. only 3.7 per cent stayed overnight. According to the same survey only 4.6 per cent visited Canberra. This would confirm the claim that many international tourists come not to Canberra as the national capital but to the A.C.T. or neighbouring areas of N.S.W. as part of pastoral Australia.

53. The Advisory Board suggested that visitors could be induced to stay longer if there was a "total holiday environment" combining recreation with tourism. The Board claimed

"Tourism and recreation are becoming more and more intertwined. Many people seek similar facilities for both holidays and recreational activities, and facilities created for the tourist will also largely satisfy resident demand ...

The mostly urban-dwelling Australian tourist seeks a recreational atmosphere quite different from his normal environment - a change from the pace of city life. Canberra's planners need to concentrate more on providing a total holiday environment, which now can be best done by siting facilities, including accommodation, in the rural areas. Tourists can then visit the city when they want to, having a richer holiday mix in their day-to-day choice and, importantly, greater inducement to stay longer".(24)

The Australian National Travel Association noted the lack of attractions to hold the visitor. It also noted that Canberra had severe limits as a tourist destination and was heavily dependent on daytime sightseeing. The need for more attractions was also referred to by NCDC:

"Tourists will be encouraged to stay longer, and spend more, if there are enough attractions to warrant an extended stay."(25)

54. By contrast the Canberra Chamber of Commerce claimed.

"Canberra is already extraordinarily well endowed with tourist attractions of wide appeal."(26)

The Chamber of Commerce did, however, nominate 10 additional attractions which could be considered in efforts to increase the city's drawing power. They were:

- An "International" Village;
- Expansion and upgrading of the Tidbinbilla nature reserve;
- Access by suspended cable-car to Black Mountain;
- An "Australiana" Village;
- National Equestrian Centre;
- Wetland Sanctuary;
- International car racing circuit;
- Improved access and facilities in Mt Franklin area;
- Additional bushwalking trails and "outdoor living" tours;
- Use of snowfields in Brindabellas.(27)

The DCT said its first marketing objective is to "encourage longer stop-overs with higher visitor spendings and consequent economic and employment benefits."(28)

#### CONCLUSION

55. To increase the number of visitors to Canberra will require the attractions that will encourage the tourist to come and an awareness by potential visitors of those attractions. While the A.C.T. and the surrounding area is rich in both natural and man-made attractions there is certainly scope for the establishment and development of further attractions as well as improving existing attractions. The public's awareness of these attractions is then a matter for promotion. It is the issues of the development of these attractions and the promotion of them as well as the associated facilities which are considered in the following chapters. The Committee is however, at this stage able to conclude that:

- (a) there remains substantial potential for the development of tourism in the A.C.T.;
- (b) whether that potential is realised will depend on the promotion of existing and future attractions on both the domestic and international markets and the development of additional tourist attractions within the A.C.T., and
- (c) particular attention should be given to the concept of a "total holiday environment" combining recreation and tourism.

- 
19. Transcript, p. 62.
  20. Select Committee on Tourism - paragraph 340.
  21. Transcript, p. 532.
  22. Transcript, p. 64.
  23. Transcript, p. 65.
  24. Transcript, p. 237.
  25. Transcript, p. 634.
  26. Transcript, p. 461.
  27. Transcript, p. 634.
  28. Transcript, p. 103.

## CHAPTER 5 - DEVELOPMENT OF TOURIST ATTRACTIONS

56. In the previous chapter the Committee concluded that the future of A.C.T. tourism will depend in the main on the development and promotion of the tourist attractions of the A.C.T. There are a number of existing national attractions and there are others being established with more to be developed. The Committee has not sought to comment on each of the wide range of individual projects that were drawn to its attention. Rather we have looked at the broader strategy and the role of government in providing and operating some attractions. Comments have been made on specific projects only where they are relevant in this context.

### EXISTING ATTRACTIONS

57. The PKF Visitor Study assessed 54 attractions and ranked the top 24 in order of popularity. The top 24 attractions are referred to in the brochure produced by the Tourist Bureau entitled "Canberra Points of Interest". It has a map of the central part of the city and lists all of the prime features in the A.C.T. and the times at which they are open. The attractions ranked in terms of 1975-76 visitor popularity were:

- |                                  |                                       |
|----------------------------------|---------------------------------------|
| 1. Australian War Memorial       | 7. Carillon                           |
| 2. Parliament House              | 8. Royal Australian Mint              |
| 3. Lake Burley Griffin           | 9. The (Prime Minister's) Lodge       |
| 4. National Library of Australia | 10. Black Mountain Lookouts and Tower |
| 5. Captain Cook Memorial Jet     | 11. Australian National University    |
| 6. Embassies in Yarralumla       |                                       |

- |                                     |                                       |
|-------------------------------------|---------------------------------------|
| 12. Mount Ainslie Lookout           | 19. Regatta Point Planning Exhibition |
| 13. Embassies in Red Hill           | 20. Anzac Parade                      |
| 14. American Memorial               | 21. Blundells Farmhouse               |
| 15. Red Hill Lookout                | 22. Royal Military College, Duntroon  |
| 16. National Botanic Gardens        | 23. Cotter Dam                        |
| 17. Australian Institute of Anatomy | 24. Government House. (29)            |
| 18. Australian Academy of Science   |                                       |

#### FUTURE ATTRACTIONS

58. There are several new major attractions which are well on the way to completion:

"Each of the next three years will see the completion of a major attraction - large-scale, functional developments, each serving a particular purpose, but each designed with the visitor much in mind. They are the Telecommunications Tower, the High Court and the National Gallery. To follow is the New Parliament House scheduled for completion in 1988." (30)

To these can now be added the Australian Archives building and the Museum of Australia. Each of these proposed attractions will add significantly to the appeal of Canberra to the visitor and if properly presented and promoted will enrich the average Australian's appreciation of the country and its achievements. The completion of the High Court, National Gallery and the Black Mountain Telecommunications Tower, and the construction of the new and permanent Parliament House, Museum of Australia, the Australian Archives building and the National Biological Standards Laboratories together with the existing national buildings representing and displaying Australia's achievements in the spheres of government, education, culture, sport and science, will provide Canberra with an impressive array of public buildings of tourist interest.

#### COMMONWEALTH OPERATED ATTRACTIONS

59. Of the 24 attractions listed in para 57 not one is privately owned and at least 8 Commonwealth Departments are involved. Fewer than 10 are the direct responsibility of the DCT. The others are the responsibility of a range of Commonwealth ministers, departments and instrumentalities from the National Library, which is a responsibility of the Minister for Home Affairs, to the Institute of Anatomy (Health) and the Regatta Point Planning Exhibition which is the responsibility of NCDC. For many of Canberra's attractions the tourism aspect is only incidental to their main purpose e.g. Parliament House, the National Library and the Mint. However, the Committee considers that there is a requirement for a greater awareness of the importance of their tourist role by many more departments and instrumentalities, such as the Public Service Board, the Federal Police and Foreign Affairs. Australians visiting Canberra want, and have a right, to know what government does. Government departments and instrumentalities (or at least more of them) have an obligation to explain to the general public how they carry out these responsibilities. Tourism offers a way in which this can be achieved, something already being done by some departments, the most notable being NCDC with its Regatta Point display and the Department of Finance with the Mint. Non-government national organisations with headquarters in Canberra might similarly provide displays outlining their work.

60. A previous inquiry by this Committee which is referred to in paras 12 to 14 referred to this accountability of public service departments and recommended the establishment of an Australian Pavilion. The Bus Proprietors Association (N.S.W.) A.C.T. Branch suggested during this inquiry that if Canberra could be developed further as an educational resource it would encourage a longer duration

of stay in Canberra. It considered this matter to be a priority:

"... it is imperative that Federal Government departments take positive steps to improve access to those wishing to learn more of their activities ... there is obviously available to students and indeed the general public a mine of educational resources in Canberra if Ministerial directives ordered the opening of doors."(31)

This was also supported by the Australian National Travel Association which referred to this Committee's previous report on the tourist industry which suggested that it should be the aim of every Australian to visit Canberra (para 11):

"... these aims could be advanced if more Government departments in Canberra welcomed visits by their own people and provided some displays and facilities telling about their interesting and useful activities."(32)

61. Professor G. Seddon of the Centre for Environmental Studies, University of Melbourne, in a review of Canberra's open-space system in 1977 said of tourists

"Tourists come to Canberra for all sorts of reasons, but the most important is to experience the national capital. I suspect that this experience is not yet adequately stimulated. Americans surely get more out of Washington and its environs than Australians do out of Canberra ...

What else do tourists look for in Canberra? To confound the cynics, they look for education - visitor numbers at the Botanic Gardens, Tidbinbilla and Lanyon Homestead show this very clearly ...

The thirst for information is very real, and the A.C.T. has a responsibility to meet it."(33)

62. Displays and explanations of their activities and achievements by departments would help to break down the image of an anonymous bureaucracy that many of Canberra's office buildings present. But the Committee is particularly concerned at the varying standards of displays which are already available at various attractions for which the Commonwealth is responsible. The Mount Ainslie and Red Hill lookouts while providing panoramic views of the city do not provide any substantial interpretative facilities. The Committee considers that inconspicuous information displays at these lookouts might do much to enhance the visitor's appreciation of the national capital.

63. The Committee is aware of moves by DCT to present a more coordinated approach to A.C.T. tourism. In its evidence the DCT stated

"... we have had some preliminary discussions with the Department of Home Affairs, the Director of the War Memorial and people from the (National) Gallery about the concept of visitors to the great national institutions being received and shown around each of the institutions as part of a more co-ordinated approach by the individual institutions to the total picture."(34)

The Committee was informed that consideration is being given to the possibility of a short course for people engaged in assisting and guiding visitors at these institutions. This Committee considers that while this proposal has much to commend it, it does not go far enough.

64. There are in fact a number of existing tourist attractions being operated by Commonwealth Departments. Yet there seems to be scant regard to the needs of visitors to many of those attractions or an appreciation of the role which those attractions play as part of the experience of the visitor to Canberra. The Committee would hope that



there will be more attention to standards as well as more co-ordination than there has been in the past.

The Committee concludes that:

- (a) there is an obligation for Government departments and instrumentalities to assess their capacity to provide more information and displays explaining their functions, operations and achievements that may be of interest to tourists and the general public, and
- (b) there is a continuing requirement for the Commonwealth departments and instrumentalities which operate facilities in the A.C.T. visited by tourists to co-ordinate their activities to ensure that the visitor gains a better appreciation of the role of the Commonwealth Government and its agencies.

The Committee recommends:

- (a) the establishment of an inter-departmental standing committee to be responsible for planning a co-ordinated approach by Commonwealth agencies with a particular reference to ensure that the information and displays presented are of the highest possible standard, and
- (b) that the inter-departmental standing committee be composed of the major departments and instrumentalities involved in A.C.T. tourism.

## THE PARLIAMENT

65. The Committee is particularly concerned with the facilities at present available at Parliament House. When contrasted for example with the display at Regatta Point the present Parliament House display stands dull and lifeless doing little to convey any effective portrayal of the history, role and work of the Parliament and its members. The display under King's Hall does little to involve the visitor as it is generally static and mundane. It could be considered that the technological revolution has by-passed Parliament House.

66. On present ranking Parliament House is the second most popular attraction in the A.C.T. According to the Joint House Department a quarter of a million visitors a year take guided tours of Parliament House with close to a million tourists visiting without taking a guided tour. There must be considerable doubt as to what was gained by those persons who made the visit, apart from the fact that they can claim to have visited Parliament. Many tourists visit Parliament House when Parliament is not sitting. These visitors are even more disadvantaged by the lack of adequate displays and information.

67. The educational role must be considered paramount in a visit to Parliament yet the Parliament does not have an education officer to deal with the many school tours which visit the Parliament. In its submission TAA referred to the increasing interest by Australians in their own country:

"Australians are developing an increasing interest in their own country and its historical and political heritage. Consequently, Canberra, as the national capital and the centre of Government can become a primary attraction."(35)

68. The Committee considers that Parliament has an obligation to explain its history and role to the visitor and that this explanation should be by the most appropriate and modern techniques available. Such developments should not be delayed pending completion of the New and Permanent Parliament House.

The Committee concludes that:

- (a) Parliament has neglected its responsibility to effectively inform the public of its functions and operations, and
- (b) recognition of this role with the consequent allocation of resources to it would enhance Parliament as a democratic institution in the eyes of the public.

The Committee therefore recommends that:

- (a) the Presiding Officers take urgent action to have prepared a quality audio-visual display outlining the development and operations of Parliament and its role;
- (b) the National Capital Development Commission, because of its experience in the Regatta Point display, be involved in the production of such a display;
- (c) the display should be located and presented in or immediately adjacent to Parliament House, and
- (d) the Presiding Officers establish an education section within the Parliamentary Departments

and that section be responsible for the conduct of tours, particularly school tours, within the Parliament including the design and production of explanatory brochures and the training of staff handling tours.

#### SPORT

69. For Canberra to be a truly comprehensive focal point for national pride it must offer sporting facilities of national and international standards and regularly conduct sporting events at these levels. Canberra already has facilities such as the National Athletics Stadium and the indoor sporting facilities under construction at Bruce. It was stated by DCT that

"Canberra is growing in status as a sporting and cultural centre and there is rising government and community interest in promoting the city as a venue for national and international events. Sports teams, both national and international, now tend to include Canberra in their itineraries. Many A.C.T. sporting bodies have achieved 'Statehood' and more are seeking this status to the extent that there is a growing desire for Canberra to host national championships".(36)

"DCT has expressed sympathy with the idea of assisting sporting bodies interested in sponsoring regional, national or international championships in Canberra and seeking facilities for them ...

There is scope to develop major sporting events which will attract visitors. A major shooting complex and an international-standard tennis centre have been suggested. Equestrian-oriented activities such as the breeding and training of racehorses, trotters and quarter-horses (with associated racing events) seem suited to the A.C.T.'s non-industrial character".(37)

70. In recent years the A.C.T. has hosted a range of national and international sporting competitions including the 29th World Archery Titles held together with the 30th Australian National Championships in 1977, the Third Pacific Conference Games 1977, the National Squash Championships 1978, the World Barefoot Water Skiing Championships 1978, the Australian Softball Championships in 1979 and international cricket matches. Events to be hosted in the near future include the Australian Women's Hockey under 17 Invitation Tournament in 1980 and the Australian Netball titles in 1981. The Department of Home Affairs stated that

"... potential exists for the A.C.T. to develop as the venue for national school sporting competitions with the added educational value for the school children concerned of a visit to the national capital".(38)

71. This year the Australian Olympic Federation and the Departments of the Capital Territory and Home Affairs organised the first Australia Day Olympic Sports Carnival in Canberra with the sponsorship of Shell Australia Ltd. They were followed by the K.B. Games. The Olympic Carnival was used as selection trials and preparation for the 1980 Olympic Games. The Carnival included events in archery, athletics, cricket, cycling, equestrian, fencing, gymnastics, judo, shooting, soccer and yachting. The Committee welcomes this Carnival and would like to see it grow into an annual event worthy of the title Australian National Games, and a fitting spectacle and celebration of Australia Day in Australia's national capital.

#### CULTURE

72. The importance of Canberra as a cultural centre is steadily growing. Present and proposed national buildings such as the National Gallery, National Library, Museum of

Australia, the Canberra School of Music, the Canberra School of Art and the Australian War Memorial provide the infrastructure to house a considerable wealth of Australian and world culture and cultural activities. Eventually a national concert hall will be required to enhance the comprehensiveness of those facilities.

73. Works of art are spread throughout the A.C.T. not only in places such as Parliament House and the National Library. Many are on public display in or near government offices, and other public buildings, others are at tertiary education institutions. A small brochure produced by NCDC listing some of the more important works has been out of print for some time. Given the cultural value and financial cost of these works and their scattered locations the Committee feels that this brochure should be brought up to date and reprinted by the Tourist Bureau. This will enable the owners of the works - the people of Australia - to see and appreciate them.

74. The A.C.T. manages to provide for both residents and visitors as well as for those in the surrounding region a diverse range of cultural facilities and events. Each year the Australian Opera has a season in Canberra. Canberra has its own Symphony Orchestra, a Youth Orchestra, an Opera Society and a Philharmonic Society as well as receiving visits from other orchestras. All ABC guest artists and many other internationally famous artists include performances in Canberra in their itineraries. Canberra has several theatre companies and is visited by a number of touring companies. There are also a number of community arts events, such as "Sunday in the Park" and the Canberra Festival. Canberra has several important training centres for the arts including the Canberra School of Music, the Canberra School of Art and the Fine Arts Department at

the Australian National University. One of the recommendations of the 1955 Senate Committee on the Development of Canberra was for a school of drama to be established in Canberra. A number of commercial galleries are conducted in and around Canberra. An important contribution to the cultural life of Canberra is made by the many embassies which provide or sponsor a number of cultural activities and displays throughout the year.

The Committee concludes that Canberra has the potential to become a cultural centre of major national significance and more emphasis should be placed on this aspect of the national capital's role.

#### HERITAGE

75. While Canberra is a comparatively new city there are a number of buildings which remain from the days before the establishment of the A.C.T. Some of these have been retained in their pastoral setting while others now stand in the urban area serving as a reminder of the past. Included among these buildings are Blundells Farmhouse, Lanyon Homestead, Duntroon, St. John's Church, Yarralumla and Lambrigg. In addition there are a number of items of historical significance which have been transferred to Canberra for safekeeping in the National Historical Collection. The Bean car used by Francis Birtles in his overland crossing from England to Australia in 1920 is but one example.

76. Several sheep stations close to Canberra offer the tourist the opportunity to gain some experience of pastoral life. The stations provide demonstrations of shearing, droving, working sheep dogs and other activities related to country life. With the high degree of urbanisation in

Australia these particular activities offer not only overseas tourists but also Australians the chance to experience a little of the pastoral life and history of the nation.

77. The Australian Heritage Commission in its evidence to the House of Representatives Select Committee on Tourism noted that the exposure of tourists to elements of their national and cultural heritage will heighten their awareness of and feelings towards, that heritage. Experience elsewhere in Australia as well as in North America has shown that historical attractions and other items of national heritage are becoming increasingly popular with tourists as places to visit. The 1977 Canadian Travel Survey found that 29 per cent of Canadian tourist spending is attributable to tourists visiting historical and cultural sites.

78. One particular local organisation which has been able to capitalise on this interest in the past is the A.C.T. Division of the Australian Railway Historical Society. The Society operates old steam trains on the railways around Canberra. The Society claimed that it had proven the potential viability of the train operations but lacked the finance to establish a maintenance and storage facility. One of the achievements of the Society has been the preservation of a Beyer-Garratt steam locomotive which it has on loan from the National Collection. This locomotive was purchased by the Commonwealth in 1974 for eventual display in the Museum of Australia. The Society has undertaken a great deal of restoration work on the engine and it is now in working order. The Committee considers that organisations such as the A.C.T. Division of the Australian Railway Historical Society should be eligible for financial assistance from the tourist development fund which is referred to later in this chapter.

79. One attraction is of particular concern to the Committee because of its historical interest. The City of Queanbeyan has erected a memorial to William Farrer, the pioneer of Australian wheat breeding. The venue for Farrer's experiments was Lambrigg property now in the A.C.T. and both Farrer and his wife are buried on the hilltop overlooking the homestead. The grave is located approximately 700 metres from the Point Hut Road and 800 metres from the Tidbinbilla Road. There is no public access to the homestead but the graves can be visited by walking from the nearby road, but access is not easy and this does not encourage tourists.

80. The Committee was advised by DCT that under the lease conditions the lessee is required to allow the public to have access to Farrer's grave. However, the path to this memorial is little more than a track and there is nothing by way of a sign to indicate the way to the memorial from the road. According to DCT the development of this particular memorial will depend on interest and funds. However, unless the presentation of the memorial and access to it are improved public interest is unlikely to be raised. This could mean the possibility of the memorial deteriorating. The Committee was impressed by the concern of the current lessee for the significance and maintenance of the Farrer Memorial and the historic nature of Lambrigg, the homestead and property. The lessee facilitates access to the Memorial for interested groups and visitors.

The Committee concludes that William Farrer's Memorial at Lambrigg Station is an historical attraction of national interest which should be properly presented.

The Committee recommends that:

- (a) funds be made available for the development of better vehicular access to the memorial and that the way to it be clearly signposted and referred to in appropriate literature, and
- (b) the historic importance of Lambrigg Homestead and the property where Farrer conducted his experiments be recognised and that it and the Farrer memorial eventually be developed as an historic site.

81. The attention of the Committee was also drawn to the "Krait", a famous wartime vessel in which Australian commandos undertook a daring raid on shipping in Singapore harbour. It is at present moored in Sydney and open for public inspection. It is maintained by a trust which raised the money by public subscription to purchase the vessel. While the trust has been able to generate sufficient revenue for maintenance it does not have the funds for major repairs. The Committee understands that the vessel requires a re-fastening of its hull timbers. It is a condition of the trust that when the vessel is no longer needed for active use it will be brought to Canberra. The Australian War Memorial said that it is a particularly significant item: "It has a substantial story ... in the history of Australia's involvement (in World War II)".(39)

The Committee concludes that as well as ensuring its preservation the "Krait" would be an added tourist attraction if it was brought to Canberra and displayed at the Australian War Memorial.

The Committee recommends that when the "Krait" reaches the stage where it cannot be adequately maintained by the trust the Commonwealth take over the care and maintenance of the vessel and retain it at least for the time being as part of the Australian War Memorial.

#### PRIVATELY OWNED ATTRACTIONS

82. In addition to the national attractions referred to earlier in this chapter there are a number of privately owned attractions within the A.C.T. and according to DCT

"Canberra has attained a degree of maturity as a city and a tourist destination that no longer has to depend entirely on government for growth or further development and diversification of its visitor attractions and facilities." (40)

The DCT also noted that private enterprise is aware of the new opportunities available and that there have been approaches by developers who are "keen to establish attractions or facilities which will diversify our store of visitor pursuits". (41)

83. Attractions which have been recently established include the Old Canberra Inn, Ginninderra School House, Gold Creek Homestead, and the Old Canberra Brickworks. These four attractions have been developed from existing buildings within the A.C.T. Tourism has meant the preservation of these buildings which have played a significant role in the early history of the A.C.T. There are also similar attractions in the area around Canberra such as the Gundaroo Pub and the historic homesteads near Goulburn.

84. In addition there are other attractions such as the Bibaringa Stud and Cockington Green (a miniature English village) which are examples of the private sector responding to the demand for special facilities. In its submission DCT made reference to a number of attractions which were under consideration as well as a number which were in the embryonic stage. The establishment of these attractions will add to the stock of things to do in Canberra, for local residents as well as for tourists and could persuade the tourists

to extend their stay in Canberra. Projects under negotiation include a vintage car museum, handcrafted toy workshop, and a model railway. In addition there is a colonial village, Canberry Fair, under construction.

85. During the course of the inquiry it was alleged that the Australian Industry Development Corporation (AIDC) was not permitted by its charter to invest in and/or lend for basic tourist development. The Committee was advised by the AIDC that while it was not authorised to operate in the area of the service industries generally there could be a case where a major tourist development could be considered as a special case under the term of reference which referred to the development of resources. The Committee supports the recent recommendation of the House of Representatives Standing Committee on Expenditure that "The Australian Industry Development Corporation Act 1970 be amended to redefine the function of the Corporation in section 6(1)(a) to extend the areas in which it may operate to specifically include service industries".

86. The New South Wales Government provides assistance for tourist development through the Tourist Industry Development Act and assistance available is outlined in the publication "Developers Guide to Tourism" which is published by the New South Wales Department of Tourism. Under that Act assistance is provided towards the costs of, inter alia; "tourist development projects which are of an imaginative, unique or innovative nature, thereby having the capability of attracting tourists". (42) Assistance is available through grants, loans and guarantees. The New South Wales State Government in its submission to the Committee suggested

"The tourist authority in Canberra should have the capacity to influence the development of attractions and facilities needed by tourists,

in the same way as the New South Wales Department of Tourism does through its Tourist Industry Development Fund."(43)

87. The other state governments also provide a variety of methods of assistance to the industry. The Victorian Development Corporation provides loan funds to the private sector for tourist developments. In Tasmania the Tourism Development Authority provides grants and loans to the industry for development. Queensland and Western Australia provide guarantees to the industry, limited in Queensland to projects in new areas.

88. It would appear that this area of State or Territorial responsibility is not being exercised in the A.C.T. at present. If the high standard of A.C.T. attractions is to be maintained and enhanced then those responsible for tourism administration should have some capacity to influence quality without interfering inordinately with market forces. The Committee has already noted the changes in leasing arrangements referred to in para 6. There should be some more effective machinery for positively encouraging "imaginative unique or innovative" tourist projects, as provided for in New South Wales. Provision is made for loans, grants and guarantees. The Committee sees a Tourism Development Fund as best suiting these ends. Those responsible for administering the Fund should have available advice from the industry on current conditions. The Committee has made recommendations later in the report on the re-organisation of the present Advisory Board on tourism.

The Committee concludes that if the A.C.T. is to compete successfully with the states in the development of a range of tourist attractions it will have to offer incentives similar to those being offered by the State Governments.

The Committee recommends that:

- (a) a Tourism Development Fund be created;
- (b) finance be made available from that fund to private enterprise and non-profit organisations to enable the development of tourist attractions and facilities;
- (c) the fund should be administered by the Minister for the Capital Territory on the advice of the proposed Australian Capital Territory Tourist Commission, and
- (d) in determining guidelines for the fund, consideration be given to the experience of the States in the operation of similar funds.

#### NATURAL ATTRACTIONS

89. The natural attractions of the A.C.T. include urban open spaces, rural picnic areas and reserves as well as the nature reserves and pastoral and agricultural lands. Areas of particular concern to the Committee are the Tidbinbilla Nature Reserve, Gudgenby Nature Reserve and the open space system generally. The DCT noted

"The mountain country to the south and west of Canberra is suited for development as an interesting tourist area and recreational outlet for both visitor and resident."(44)

90. In Chapter 3 of this report there was reference to a study of the demand for outdoor recreation which found that there were an estimated 906,000 tourist visits to certain A.C.T. recreation areas during 1977. Professor Seddon in "An Open Space System for Canberra" referred to the tourism functions of the open space system and to the use made of the open spaces:

"It would seem at first sight that visitors do not come to Canberra to go for picnics, or to go pleasure driving in the country, or to use outdoor recreation areas - but there is clear evidence that they do all these things." (45)

Since such a high proportion of visitors come to the A.C.T. to stay with friends or relatives, this is not a surprising conclusion. Professor Seddon also pointed to the comparative accessibility of the natural attractions within the A.C.T.

91. The DCT referred to the tourist usage component of rural picnic areas which varied from 40 per cent of all users at Cotter Reserve to 10 per cent at Kambah Pool and Pine Island. Demand projections indicated that the capacity of the National Capital Open Space System should double that in 1979 by the year 2000. Because of this there is a need for continuing research and monitoring of the additional impact of tourists on these areas to ensure that they are developed so that the natural environment is appreciated rather than destroyed.

92. The Committee was advised that the Gudgenby Nature Reserve was proclaimed a Nature Reserve on 1 May 1979. A draft management plan outlining how the park is to be developed is to be made available for public comment. The demands imposed by tourists will no doubt be taken into account in preparing such a plan and the reserve will be yet another of the attractions within the A.C.T. The Committee is concerned at the likely delay in publication of the draft management plan. The Committee was advised by DCT on 12 December 1979 that "A draft management plan for the reserve has been prepared. Staff shortages will delay the intra-departmental consultations and editing necessary before it will be ready for public release, possibly late 1980 or early 1981". The Committee feels that every effort should be made to have this work completed by the earliest possible date.

93. The Tidbinbilla Nature Reserve is already one of the major tourist attractions of the A.C.T. yet it does not rank in the top 24 attractions in terms of visits. The Visitor Survey noted that it attracted over 100,000 visitors during 1975. However, the survey also noted that current usage of the reserve would treble before deterioration of the reserve and undesirable pressures become obvious. Approximately 150,000 visits are made to the Nature Reserve each year. In its submission DCT stated

"A Tidbinbilla Nature Reserve management plan produced in 1968 showed the types of development envisaged to enable the Reserve to cater for 6,200 visitors a day. (The plan and development program will be revised soon to take account of changes since 1968.) Funds have not been available for major developments in recent years. Without these funds, the Reserve will not have the capacity to handle increased visitor loads." (46)

The House of Representatives Select Committee on Tourism concluded that "proper interpretative facilities are an important tool in the education of tourists and in the management and control of tourism in natural areas." (47) Reference was made by DCT to deficiencies in some aspects of the orientation and interpretation facilities and literature for the A.C.T. nature reserves such as Tidbinbilla, Gudgenby, Googong and Black Mountain. In the view of DCT the most effective form of interpretation is provided in face-to-face situations.

94. In February 1980 the then Acting Minister for the Capital Territory advised the Committee that the identification of areas to be gazetted as parkland had been delayed for some years. The delay had been so that NCDC could satisfy itself that the boundaries could be defined as parklands in a way that would not prejudice other development plans. Commonwealth Gardens and other lakeside areas have not yet been formally declared as parks but action is



in train to declare a number of parks in North Canberra. As resources permit, work will commence on identifying and surveying sites in South Canberra, Woden-Western Creek and Belconnen.

95. The Committee is concerned at the limited resources available for the proper development of the natural attractions of the A.C.T. According to Professor Seddon it is this rural atmosphere which is part of the attraction of the A.C.T. to visitors from Sydney and Melbourne:

"... visitors to Canberra are getting something they still want very much, but can no longer get easily in their home towns." (48)

The Committee concludes that the development of the natural attractions of the A.C.T. can make a significant contribution to the development of tourism.

The Committee recommends that:

- (a) gazettal of parklands and recreation areas and preparation of a draft plan of management for Gudgenby Nature Reserve be completed as soon as possible;
- (b) in planning for the development of the nature reserves and the open space system the requirements of and the pressures that will be imposed by tourists be constantly taken into account and monitored;
- (c) the authorities responsible for A.C.T. tourism be involved at an early stage in the preparation of the management plans for the nature reserves and open space system;

(d) funds be made available for appropriate interpretative facilities and literature explaining the nature reserves and their ecology with more emphasis being given to guided tours of the reserves by the authorities responsible, and

(e) such tours be devised by the authorities responsible for the reserves in close co-operation with the authorities responsible for tourism.

- 
29. Transcript, p. 80-1.
  30. Transcript, p. 82.
  31. Transcript, p. 734.
  32. Transcript, p. 1202.
  33. Professor G. Seddon, "An Open Space System for Canberra", a policy review prepared for NCDC, NCDC Technical Paper No. 23, October 1977, p. 26.
  34. Transcript, p. 1417.
  35. Transcript, p. 596.
  36. Transcript, p. 53.
  37. Transcript, p. 73.
  38. Transcript, p. 429.
  39. Transcript, p. 525.
  40. Transcript, p. 88.
  41. Transcript, p. 89.
  42. Developers Guide to Tourism. N.S.W. Department of Tourism, 1979.
  43. Transcript, p. 934.
  44. Transcript, p. 93.
  45. Seddon, p. 26.
  46. Transcript, p. 57.
  47. Final Report, p. 24.
  48. Seddon, p. 26.

## CHAPTER 6 - FACILITIES

96. In its submission DCT stated

"Successful attractions need facilities. Any inventory of city or regional attributes which appeal to visitors ranges from scenic features, through cultural and traditional aspects, to recreational and entertainment pursuits. This diversity is important for it provides the necessary element of choice.

Attractions are an amalgam of both resources and facilities. Resources are related to the natural or cultural environment. Facilities are created amenities complementary to a specific resource. They are essential to the success of the primary feature and, properly planned, contribute to the entity that is both the attraction and its amenities."(49)

In this chapter the Committee discusses the range of facilities available to the visitor under the following headings; information, transport, accommodation, catering, entertainment and conference facilities.

### INFORMATION

97. In its submission the DCT placed a great deal of emphasis on the need to provide visitors with information as a component of promotion. It was claimed that while several outlets in Canberra provide such a service the burden falls mainly on the Tourist Bureau. The Tourist Bureau operates an information centre on Northbourne Avenue 364 days a year, closing only for Christmas Day, as well as providing information from its main office in Civic. The DCT also operates an information office elsewhere in Civic. However, that office is the responsibility of the Department's

Information and Public Relations Section. The question of duplication of facilities was raised at a public hearing. It was not considered that there was a great deal of duplication. As DCT pointed out in evidence

"Fundamentally the Tourist Bureau is there for tourists both in terms of selling travel services and accommodation and providing information for them. The Department's general information office is more concerned with information for local residents about services - whether it be bus services, rating or what-have-you. Certainly it does provide information to the tourists who happen to drop in or may be seeking information about particular aspects of Canberra. There would be some overlapping with some tourists going to the general information office, but this presents no particular problem."(50)

98. The Committee was informed at the same hearing that the Tourist Bureau is also involved in providing services to local residents, particularly travel information and bookings and it was claimed that "Many members of the A.C.T. population have come to expect that service from the Bureau."(51) It was acknowledged that this might confuse the role of the Tourist Bureau in the mind of the public even though about 80 per cent of the work of tourist officers is in giving assistance and advice to visitors. Yet the Committee was told that there were two officers employed selling railway tickets which would be a service primarily to the residents of Canberra. The Committee acknowledges the work of the Tourist Bureau in providing a comprehensive travel service to the residents of Canberra and in particular an overseas booking service of a very high standard.

The Committee concludes that there may be some duplication of the work being carried out by the A.C.T. Government Tourist Bureau and the Department of the Capital Territory's Information and Public Relations Section.

The Committee recommends that there should be a review of the work of the ACT Government Tourist Bureau and the Department of the Capital Territory's Information and Public Relations Section to overcome any such problems (but see para 198).

The Committee considers this to be of particular importance in view of the announcement of the proposed City Visitor Centre. The information services of the Tourist Bureau are dealt with later in this chapter.

#### TRANSPORT

99. The private motor vehicle is the most important method of transport for visitors to the A.C.T. However, the relative importance of different modes of travel varies between surveys as shown in the table below. The differences in the results can be attributed to the different criteria used in the surveys and to the different periods covered (see paras 25 to 29).

TABLE 4

	<u>P.K.F.</u> (a)
	%
Car	86.5
Plane	9.9
Coach/Bus	3.2
Train	0.4
	<u>D.T.M.</u> (b)
	%
Car	64.0
Plane	25.0
Coach/Bus	6.0
Train	5.0
	<u>B.T.E.</u> (c)
	%
Car	77.9
Plane	11.1
Coach/Bus	3.5
Train	1.5

(a) PKF Visitor Study, August 1975 to July 1976.

(b) Domestic Tourism Monitor, April 1978 to March 1979.

(c) Bureau of Transport Economics, National Travel Survey, July 1977 to June 1978.

#### Road Transport

100. Reference was made by the Department of Industry and Commerce to the effect increases in petrol prices could have on the importance of the private car as the predominant mode of transport for domestic tourism. It was suggested that this could in some ways benefit Canberra:

"Canberra's relatively central position vis-a-vis major population centres could mean that its attractiveness as a tourist destination for car travellers increases over that of more remote centres." (52)

The question of the impact of fuel prices was raised with the Department of Transport (DOT) which advised that the increase in fuel prices was unlikely to persuade more Australians to give up their cars in favour of public transport. The BTE has predicted that aggregate tourist travel is unlikely to decline rather it will not increase as rapidly as it otherwise might. The DOT saw advantages for Canberra in being close to Sydney and in having its tourist attractions relatively close together to minimise travelling.

101. With the dominance of road transport there was emphasis during the inquiry on the need for better highway links with Canberra. According to the DCT

"There is no method of ensuring that surface transport links to the A.C.T. are developed and maintained at a level consistent with the needs of visitor traffic. Exceptions are the Barton and Federal Highways, the upgrading and maintenance costs of which are funded by the Commonwealth because of their classification as national highways. The difficulty with other links ... arises because Territory and State Authorities put different priorities on their importance." (53)

Thus the A.C.T. is in the main dependent on New South Wales for the improvement of its access roads. This can affect tourism in the A.C.T. The DCT advised that in 1957 the Commonwealth had provided \$600,000 to the N.S.W. Government for construction of the Canberra-Batemans Bay Road and offered \$200,000 for the Canberra-Cooma Road. A more recent development has been the proposal for the replacement of the Burbong Bridge on the Kings Highway. In 1973-74 DCT made an ex-gratia payment of \$15,000 to the Yarralumla Shire. DCT also advised that arrangements for the replacement of Burbong Bridge are proceeding but are subject to Department of Finance approval. The DCT is to allocate funds to finance the replacement of the bridge.

The Committee concludes that:

- (a) the future of A.C.T. tourism can be affected by the state of access roads to the A.C.T. within New South Wales, and
- (b) there could be advantages to the A.C.T. if funds were made available to it for the upgrading of access roads.

The Committee recommends that discussions be commenced with the New South Wales State Government to examine ways by which the Department of the Capital Territory might contribute to the improvement of access roads to the national capital.

102. There were many comments about the confusion caused by signposting within the A.C.T. According to the A.C.T. Advisory Board on Tourism:

"Inadequate highways and lack of signs, particularly welcoming signs, are a depressing introduction to the National Capital, and the first reaction is one of bewilderment." (54)

This particular issue was highlighted in the PKF Visitor Study with 30 per cent of respondents listing as negative aspects of Canberra the "confusing road directions, poor night lighting, circular layout, (and) hazardous express lanes." The Study recommended that the standard of A.C.T. directional and identification signs be improved. A report on this matter was commissioned by NCDC and implementation of the findings of that report has begun. The Committee notes from its own observations that nowhere along either Commonwealth or Kings Avenue are there signs indicating to the visitor unfamiliar with Canberra the way to Parliament House or even the Parliamentary Triangle. With respect to the former, which is a familiar landmark, signs in the form

of symbols might be considered (as for the Opera House in Sydney).

103. A similar example is the newly completed section of Lady Denman Drive running parallel to the Molonglo Arterial-Tuggeranong Parkway. It is not marked as a scenic drive at exits from the expressway in spite of the considerable additional expenditure that was involved in such duplication. The Committee does not wish to see signpost "forests" erected but more helpful signs are needed and the differently coloured signs indicating important tourist attractions are seriously lacking.

104. There was also criticism of the present arrangements for interstate and tourist bus travellers as at present there is no under-cover coach station other than the one provided by Ansett Pioneer for its own customers. The Bus Proprietors Association stated

"The present city has a 'coach terminal' which consists of four park benches under the awning at the Tourist Bureau in West Row, Canberra City." (55)

The "terminal" is merely a length of footpath completely open to the rigours of the Canberra weather apart from an awning. It is grossly inadequate as a place to set down passengers arriving in Canberra or for those having to wait for a bus when leaving. Since that comment was made by the Bus Proprietor's Association the Government has announced that a multi-million dollar City Visitor's Centre is to be developed and that the Centre will incorporate an interstate coach terminal, a tourist information centre and a hotel. This should be a matter of high priority.

105. A further matter of concern to the Committee is that of licence fees for visiting interstate buses. Under section 34 of the Motor Traffic Ordinance there is a

requirement that visiting buses such as charter buses, are required to pay a fee to operate in the A.C.T. The Committee was told that compliance with the section is not rigidly enforced. According to DCT the Motor Traffic Ordinance is framed to protect the investment of local bus operators and the policy corresponds with that enforced by the New South Wales licencing authority. The Committee would acknowledge that there has to be some control over buses coming to the A.C.T. to ensure that they do not compete with scheduled A.C.T. services. However such a licencing system unduly restricts the development of new charter initiatives as the Committee understands that any new initiative is usually discussed with existing operators. This is not a situation which would encourage a new proposal. The DCT has advised that the whole question of private bus licensing needs to be revised and that it is reviewing policy on licensing and administration.

The Committee concludes that enforcement of the Motor Traffic Ordinance could discourage the development of A.C.T. tourism.

The Committee recommends that the Motor Traffic Ordinance be reviewed to overcome this problem.

#### Air Transport

106. According to DOT the major domestic airlines schedule an average of about eight return flights per day between Melbourne and Canberra and about 18 between Sydney and Canberra with other services provided to cater for peak demand. In addition there are scheduled flights to Albury, Wagga Wagga, Griffith, Newcastle, Orange, Dubbo, Adelaide and Wollongong. During the course of the inquiry it was announced that there would be a break away from the parallel scheduling of flights to and from Canberra. This is one issue which the Committee pursued at public hearings and it

is hoped that the limited experiment at present under way will lead to further changes in favour of the airline traveller.

107. The main issue in regard to air transport was the adequacy of the present airport and the airport terminal. The present terminal was considered to be grossly inadequate. The DCT suggested that with air traffic growing at around 6 per cent per annum an urgent program to enlarge the terminal was considered necessary. Reference was made to the 1975-76 Canberra Region Aviation Study which estimated that the annual passenger demand would grow from one million to nine million over the next thirty years. During the same period aircraft movements will increase from 22,000 to 55,000 per annum. According to the Advisory Board the airport was "inadequate in size and facilities and commonplace in the extreme".(56)

108. The Committee was advised by the DOT that a study on the re-development of Canberra Airport is at present underway. The study is to be submitted to the Government early in 1980. There are two options. The first is to enlarge the present terminal. However this would merely ease congestion:

"... it would improve the present situation, but only for a relatively short time before the ultimate capacity of the area is reached."(57)

The second option is to make temporary minor improvements to the present terminal and then construct a new terminal:

"That is a big project. We have not actually had any accurate costing done yet, but we are talking of something over \$15 million."(58)

The distance between the present terminal and the runway will not provide an adequate safety margin if wide bodied

and longer jets are introduced on Canberra routes. The DOT advised that it would be providing options to the Government and once a decision was made, would proceed to more detailed proposals. It would then be possible to start work some time during 1982.

The Committee concludes that:

- (a) the present terminal facilities at Canberra Airport are grossly inadequate, not in keeping with Australia's capital, and
- (b) the alteration of the existing terminal would be a short term solution to a long term problem.

The Committee recommends that:

- (a) the existing terminal facilities at Canberra should be replaced as soon as possible certainly with a decision being made before the end of 1981, and
- (b) funds be made available for the construction of the replacement terminal.

#### Rail Transport

109. The DCT in its submission noted that the rail link to Sydney is "relatively unimportant" (59) since only an estimated 0.4 per cent of visitors arrive by rail. However, at a later hearing DCT advised that there was some prospect of increasing rail traffic if the service could be improved. The other studies gave higher percentages for rail travel to the A.C.T. (1.5 and 5 per cent, see Table 4).

110. While the Australian National Railways Commission maintains the Queanbeyan-Canberra rail link and provides the terminal facilities at Canberra, the New South Wales Public Transport Commission is responsible for the passenger rail service between Sydney and Canberra. The feasibility of upgrading the service is under consideration and it has been suggested that it might be possible to reduce the travelling time to 3.5 hours. However, there were other matters to be considered, particularly the availability of suitable rolling stock.

111. The question of a Commonwealth contribution to the upgrading of the service is under discussion at present. According to DCT

"... we have put it to the Minister that perhaps the Australian Capital Territory could be authorised to explore with the New South Wales railways what is feasible and what is involved in any feasibility expansion." (60)

This particular issue raises similar questions of Commonwealth funding of projects in N.S.W. as were considered in the section on road transport. The Committee considers that the negotiations with New South Wales should be pursued.

112. Since that evidence was taken from DCT the Prime Minister and Premiers of New South Wales and Victoria have announced a detailed study into the electrification of the Sydney-Melbourne rail link with the Commonwealth meeting the costs of the study. One of the study's terms of reference is to consider

"... justifiable track upgrading of mainland and subsidiary lines including Canberra-Goulburn, to maximise the future benefits to freight and passenger services which could flow from electrification".

The results of the study are to be reported to Government by 30 May 1980.

The Committee concludes that the improvements in rail transport would make a contribution to A.C.T. tourism particularly if the track is upgraded and electrification proceeded with.

The Committee recommends that the Sydney-Melbourne electrification feasibility study examine the possible alternatives for improving rail links between Melbourne and Canberra and Sydney and Canberra.

#### ACCOMMODATION

113. As at June 1979 there were 1,917 hotel and motel rooms in the A.C.T. and room occupancy rates in the A.C.T. have generally exceeded the national average. In addition accommodation is available at Commonwealth Hostels, university colleges, guest houses and hostels which together account for over 900 further rooms. There are also around 800 caravan sites available including over 50 on-site vans. DCT considers that the existing accommodation facilities are adequate and capable of expansion to meet future needs. It was stated

"About 700 more rooms will be needed by 1985. Sites for a variety of accommodations and other developments are reserved."(61)

The Committee was advised that a luxury international motel of over 100 units is to be built by 1982. The Tourist Industry Association of the A.C.T. suggested there was a need for more international standard accommodation. According to DCT a site has been set aside for an international standard hotel. The Committee would hope that such a hotel could soon be operating. Under its Metropolitan Planning Policies NCDC has prepared a location strategy which takes into account the needs of the visitor:

"The key elements of this strategy are to provide a distribution of different classes of accommodation throughout the city."(62)

However, it was suggested by DCT that

"If more lower cost accommodation is to be provided in the A.C.T., planners must ensure that design and development criteria do not inhibit the building of appropriate premises."(63)

In response, NCDC noted that the design and siting policies are intended to maintain in the national capital the character it currently has, yet at the same time make possible variations to allow particular developments to proceed. There is at present a range of low cost accommodation available in the A.C.T. as indicated by the Accommodation Directory for Schools published by the Tourist Bureau. The particular directory, as at July 1979 is set out on page 68.

114. The Committee is concerned to ensure the adequate provision of low cost accommodation. The New South Wales Government provides financial assistance for the development of low cost accommodation.

The Committee concludes that the availability of a wider range of accommodation would benefit A.C.T. Tourism.

The Committee recommends that the development of a wider range of accommodation be given some greater priority (it could, for example, be eligible for assistance from the proposed Tourist Development Fund).

#### FACILITIES FOR THE HANDICAPPED

115. The Committee was informed by the Minister for the Capital Territory that the lack of facilities for the disabled in the A.C.T. is acknowledged. The A.C.T. Building



# Canberra accommodation directory

## FOR SCHOOLS

Special rates for visiting groups (1979)

Where	Dinner, bed and breakfast (unless otherwise specified)		Total beds	Persons per room	Recreation facilities	Set-price lunches
	Students	Teacher (T) Coach/captain (C)				
ACT Accommodation Service (Basjo Paterson Motel, Motel 7, Barton Motor Inn)	\$11.50	T \$11 C Free	500 with private facilities	3-4	Pool, playground, Sports field, golf course adjacent	Cut \$1
Burgman College (ANU vacations)	\$10	By arrangement	Up to 230	1	—	Included in full rate
Barton and Garran Halls (ANU)	\$9.50 Full board	C Free T \$9.50	60 in term 400 out of term	1	Table tennis	Included in full rate
Camp Cottermouth	\$3 bed only. Provide own food—full kitchen facilities available	T Free C Free	60 (linen not supplied)	2-24 (cabins)	Sportsground, river swimming	—
Canberra Educational Tours Accommodation Centre	\$12.50 Full board	C Free T \$12.50	100 with private facilities	2, 4, 6, 8	Table tennis, basketball Recreation room	Included in full rate
Canberra Lakes Carotel	\$8 chalet \$10 lodge	C Free T \$10	260	3-5	Pool, recreation room	Cut \$1.50
Forest Park Lodge	\$10	C Free T By arrangement	48 with private facilities	4	Horse riding and instruction (special package rates) Pool, recreation room Barbecues	Cut \$1
Gowrie Private Hotel	\$10.95 Full board	C Free T \$10.95	144	2	Table tennis, TV LOUNGES	Included in full rate
Greenhills Conference Centre	\$7 (under 15 yrs \$6) incl. all meals; some help expected	T \$8 C \$8	130 (linen not supplied)	Dormitory style	Sportsground, river swimming	Included in full rate
Macquarie Private Hotel	\$10.95 Full board	C Free T \$10.95	48	2	Table tennis, TV lounges, barbecues	Included in full rate
National Memorial Youth Hostel*	\$3.50 bed only (meals for groups on request. Apply to Warden)	\$3.50 bed only	40 No groups Jan.-Feb.	10 (dormitory style)	Games room, library, barbecues	Provide own food. Full cooking facilities. Shop
Red Cedars Motel	\$11.50	T \$11.50 C Free	150	2, 3, 4	Pool, playground	\$1.85 cut
Zebra Motel	\$11.50 (prim.) \$12.50 (sec.)	T \$15.50 C Free	116	2, 3, 5	TV, radio.	\$1.75 cut

\* Youth Hostels Association membership required, \$1 a year per group. Apply to your State branch.

All rates are subject to alteration and should be confirmed at time of booking.

Manual has recently been amended to make mandatory the provision of special access and sanitary facilities in new buildings such as hotels. The Committee was also informed that facilities for the disabled have been included as standard features in the government buildings erected in recent years. The NCDC has a program of bringing earlier buildings into line with the new standards. However there remains a serious lack of facilities and accommodation for handicapped visitors to the national capital.

116. While steps have been taken to make provision for the handicapped it is only recently that information about what facilities there are in the A.C.T. has become available. A booklet outlining facilities for handicapped people has been published by the Council for Social Service of the A.C.T. The Committee considers that such a booklet should be readily available to handicapped people.

The Committee concludes that a booklet listing facilities for handicapped people would make the national capital more accessible to handicapped people if it was made readily available to tourists.

The Committee recommends that:

- (a) the Minister for the Capital Territory arrange for the booklet listing organisations for handicapped people in the A.C.T. to be readily available from departmental tourist offices and information centres;
- (b) action be taken to provide further information for handicapped people particularly on access and facilities at national institutions and tourist attractions, and

(c) the Government and those involved in the tourist industry give greater attention to the provision of facilities and accommodation for handicapped visitors to the national capital.

#### CATERING

117. It was generally agreed that Canberra now has more than sufficient restaurants. The Restaurant Industry Association of the A.C.T. claimed that "there is a surplus of restaurants in the A.C.T." (64) That Association was supported in its claim by the DCT which also referred to problems experienced at weekends and public holidays:

"Canberra now has sufficient restaurants and other food outlets, but there is a problem over meals at weekends and public holidays when many are closed." (65)

The Committee appreciates the problem facing the owners of restaurants in the A.C.T. yet the particular problems are not exclusive to the A.C.T. but are of national concern. A Committee has been established through the National Labour Consultative Council to examine, inter alia:

"... the effect of particular aspects of labour costs on employment such as penalty rates, rates of pay for juniors and other labour costs affecting the employment of young people." (66)

This Committee has no wish to intrude into that inquiry which will provide some suggestions as to how the problem might be resolved.

#### ENTERTAINMENT

118. A number of witnesses claimed there was a lack of nightlife in Canberra. According to the ATC "A particular aspect of Canberra which has often evoked criticism is the lack of organised entertainment at night time." (67) This was supported by TAA:

"Canberra does not seem to offer activities and entertainment to occupy the visitor after the day's touring commitments are complete." (68)

The Advisory Board claimed that there was a lack of high-lighting Canberra's night life rather than a lack of nightlife:

"Night spots are scattered through various suburbs and are not concentrated in the heart of the city ... the city does not appear to have any real heart in terms of the expectations of the average tourist." (69)

119. For some visitors Canberra retains an image of being lacking in restaurants and nightlife. Such an image may have been deserved 10 years or more ago but is totally inaccurate today. The difficulty facing the tourist unfamiliar with Canberra is that restaurants, theatres, bars, taverns and discotheques are not always gathered together in convenient clusters but are scattered widely throughout the city often in the most unexpected places. Some of these bars and taverns specialise in particular kinds of entertainment whether it be jazz, country and western or ethnic music. As well as 5 picture theatres and 2 drive-in theatres Canberra has a number of small theatre companies providing a range of drama. Some economical but effective means of informing the visitor of the range and location of these services is required. The Committee is pleased to see several free weekly newspapers available at theatres and restaurants carrying advertisements for restaurants, theatres and bars together with news items about current entertainment in Canberra. The Committee believes that the Tourist Bureau should liaise with the producers of such publications to ensure that they are readily available to tourists and not just A.C.T. residents and that information contained in them, such as the location of places offering entertainment, is able to be readily followed by readers not familiar with Canberra. The Tourist Bureau should also ensure that bodies such as the ATC and

TAA are brought up-to-date on the entertainment facilities in Canberra, and that consideration be given to publishing a brochure "Canberra by Night" outlining what is available to the visitor.

120. The Advisory Board and several other witnesses proposed a gambling casino in Canberra which would widen the scope of recreational opportunities for residents and visitors alike. The Committee was informed that while the Wrest Point Casino has had approximately 600,000 guests staying at the hotel since it opened, over 6 million people have visited the casino. The Southern Pacific Hotel Corporation also considered that a casino would make a tremendous difference and would attract domestic and international tourists. The Committee welcomed the announcement which asked for proposals for a hotel - convention centre (with the possibility of a casino) to be established. However, it has since been announced that the Government has decided not to permit the construction of a casino. The Committee is disappointed with the announcement by the Government that it is not proceeding with the casino at this stage.

The Committee concludes that a casino would make a substantial contribution to the tourist industry of the A.C.T.

The Committee recommends that:

- (a) a licence be granted for the establishment of a casino within the A.C.T. under strict Government regulation and scrutiny, and
- (b) such a casino be part of an entertainment, accommodation and convention complex.

121. The Advisory Board made the point that

"... parents with young children - constituting the majority of tourist groups - look forward to a night out as a pleasurable ingredient of their holiday, not to be missed." (70)

A number of restaurants and taverns offering entertainment do cater for families and this should be made more widely known to tourists. One particular possibility suggested by DCT is for a presentation similar to the sound and light (son et lumiere) presentations at many major attractions overseas. Viewed from a central location the whole of the national area could be used in a grand spectacle. The quality of such a presentation would be critical to its success.

122. Another possibility suggested by DCT was the night opening of certain of the major national attractions. It noted that there had been earlier experiments by the War Memorial:

"Perhaps it is now time for further late-opening experiments to be conducted. New attractions such as the National Gallery will increase demand for evening openings." (71)

The Committee agrees and considers this could be a another matter for the proposed inter-departmental standing committee. The Committee notes that the NCDC exhibition at Regatta Point has remained open until 8.30 p.m. during December and January of the last two summers and has received considerable numbers of visitors during the extended hours. The numbers of visitors during December increased from almost 14,500 in 1977 to over 16,200 in 1979.

The Committee recommends that:

- (a) the night-time opening of national attractions be considered by the proposed inter-departmental standing committee on A.C.T. Tourism, and

- (b) the Minister for the Capital Territory investigate the feasibility of a sound and light presentation and if feasible invite expressions of interest from industry to produce and conduct such presentations.

#### CONFERENCE FACILITIES

123. Canberra at present lacks a large international convention centre which it was claimed during the inquiry precludes Canberra from becoming an important convention city. However, it has since been announced that expressions of interest have been sought for the construction of a hotel/convention centre. The Committee welcomes this announcement and trusts construction can be commenced as soon as possible. As the national capital Canberra should be able to cater for national and international conferences held by both the government and private sectors. If necessary the Government should provide some incentive for the construction of such a facility in the national capital.

- 
49. Transcript, p. 67.  
50. Transcript, pp. 176-7.  
51. Transcript, p. 195.  
52. Transcript, p. 348.  
53. Transcript, p. 46.  
54. Transcript, p. 235.  
55. Transcript, pp. 742-3.  
56. Transcript, p. 235.  
57. Transcript, p. 1429.  
58. Transcript, p. 1429.  
59. Transcript, p. 47.  
60. Transcript, p. 1399.  
61. Transcript, p. 126.  
62. Transcript, p. 459.  
63. Transcript, p. 50.  
64. Transcript, p. 1084.  
65. Transcript, p. 78.  
66. Transcript, p. 138.  
67. Transcript, p. 534.  
68. Transcript, p. 596.  
69. Transcript, p. 260.  
70. Transcript, p. 238.  
71. Transcript, p. 69.

#### CHAPTER 7 - PROMOTION

124. While attractions comprise the most basic element influencing potential tourists to visit a particular destination their effectiveness is greatly enhanced by good promotion. In the A.C.T., as in the States and the Northern Territory, the Tourist Bureau undertakes the promotion of the Territory as a whole. Members of private industry basically promote their own attractions with some promotion of Canberra or the A.C.T. as a whole. During the inquiry a number of witnesses criticised the low level of promotion funding for the A.C.T. and the methods of promotion undertaken.

#### PRESENT PROMOTION

125. The A.C.T. promotion budget does not compare well with those of the States and Northern Territory. When compared with Tasmania and the Northern Territory, for example, the publicity vote is quite small. Table 5 shows recent tourism budgets.

**TABLE 5**  
**STATE AND TERRITORY TOURISM BUDGETS**  
\$ million

	1977-78		1978-79		1979-80	
	Total Expenditure	Publicity Vote	Total Expenditure	Publicity Vote	Proposed Total Expenditure	
N.S.W.	5.931	0.622	6.046	0.750	6.687	
Victoria	6.812	1.085	8.542	0.719	8.280	
Queensland	3.982	0.740	4.391	1.473	4.556	
S. Australia	2.184	0.450	2.557	0.570	2.816	
W. Australia	3.014	0.800	3.314	0.712	3.482	
Tasmania	4.518	0.850	5.030	1.174	5.630	
Nthn Territory	0.713	0.325	1.300	0.405	1.325	
A.C.T. (a)	0.680 (b)	0.107	0.726 (b)	0.194	0.826	

Source: Finance, Industries, Trade & Development Group, Legislative Research Service, Parliamentary Library, 16 November 1979.

- (a) Figures for A.C.T. taken from evidence  
(b) Appropriation, not actual expenditure for which detailed figures are not available.

126. Since 1970-71 the A.C.T. tourism vote has been provided separately in the departmental allocations. These have been as follows:

**TABLE 6**  
**A.C.T. TOURISM VOTE**

Year	Admin. \$	Publicity \$	Total \$
1970-71	33 400	28 500	61 900
71-72	42 300	29 950	72 250
72-73	53 400	40 000	93 400
73-74	50 000	50 000	100 000
74-75	43 000	57 000	100 000
75-76	50 000	70 000	120 000
76-77	53 000	87 000	140 000
77-78	52 000	103 000	155 000
78-79	57 000	107 400	164 400
79-80	79 300	115 000	194 300

Source: Transcript, pp. 20 and 1387.

Note: These figures do not include staff salaries which are included in the departmental salaries vote.

127. The DCT said in its submission:

"ACT tourist publicity funds for the last two years have been just over \$100,000. The 1979-80 vote will be much the same. A typical summary is:

	\$	
Publications	63 000	
Advertising	31 000	
Displays	6 000	
Agents/publicists	2 000	
	<hr/>	
	102 000	"(72)

128. The prime departmental policy since the late 1960s has been one of concentrating on visitor service standards. Limited funds have restricted active promotion to attract visitors and made visitor satisfaction the most important function. In evidence DCT further stated

"... literature production alone normally uses up about two-thirds of our small publicity vote, yet we still do not have enough literature to fill public needs. It leaves very, very little to perform the real publicity tasks of advertising in the national media, whether in newspapers in the major capitals of Australia or in women's journals or 'Readers Digest' ... The question of television is completely out of our court ... because of the costs involved. We have not even been able to mount a national advertising campaign in newspapers or journals."(73)

129. Rising printing costs have meant a reduction in the numbers of brochures printed. Literature stocks are low and the Tourist Bureau expected to allot an even higher proportion of its 1979-80 funds to brochure production. In 1978-79 half of the vote for advertising was taken up by a co-operative promotion with private enterprise in a number of Sydney shopping centres (see para 156). This meant that the amount spent on media advertising was halved. As well as brochures of a general kind the Committee notes that the Tourist Bureau has in the past produced brochures for some individual attractions such as Parliament House and the Australian War Memorial. At present the Tourist Bureau produces 12 brochures and a further 11 are produced by the other branches of DCT. The particular publications are:

Produced by Tourist Bureau;

Canberra, Australia's National Capital  
Canberra Points of Interest  
Day and Half-day Tours from Canberra  
Drive Yourself Tours in and around Canberra  
Canberra Accommodation Guide  
Canberra Convention Capital  
Canberra Convention Venues  
Canberra Convention Calendar  
National Capital Tourism News (4 issues a year)  
School/group tour itineraries: half-, one-, two- and three-day general interest tours.  
National Capital School News (3 issues a year)  
Slide-lecture commentary

Produced by other areas of DCT;

Canberra Your Capital (historical)  
Lanyon  
National Botanic Gardens  
Aboriginal Trail (National Botanic Gardens)  
Nature Trail (National Botanic Gardens)  
Botanic Gardens for Children  
Tidbinbilla Nature Reserve  
Canberra Carillon  
Captain Cook Memorial  
Canberra's Cycleways  
ACT Barbecue and Picnic Facilities

130. The A.C.T. Advisory Board on Tourism said in evidence that for many years A.C.T. tourism budgets have hardly been productive at all in a true promotional sense in that they have largely provided information services to visitors who had already arrived. The Advisory Board attributed the major problem to the insufficient funding for the promotional activities of the Tourist Bureau. The Board supports the official priority of maintaining and enhancing visitor satisfaction as it believes the "most effective means of promotion, and especially desirable in the case of the national capital, happens to be the least costly: word-of-mouth".(74) The Board stressed that this was not a substitute for external media promotion and that both were essential.

131. The House of Representatives Select Committee on Tourism concluded that the long-term future of the Australian tourist industry will depend, among other things, on the aggressive promotion of tourist attractions by both industry and government at home and abroad. This Committee strongly agrees with that conclusion and sees it as directly applicable to A.C.T. tourism.

## PROMOTIONAL PROBLEMS

132. The A.C.T. and Canberra as the national capital receives a great deal of indirect promotion from bodies outside the A.C.T. such as Qantas and the ATC. It is frequently featured in television programs and newspaper and magazine stories. Not all of the public attention drawn to Canberra is favourable however. There is a negative image of Canberra as a sterile home of bureaucrats and government. The Committee has noted that some other national capitals such as Washington and Ottawa face similar problems. It would appear that national capitals will inevitably be subject to this sort of criticism because of their very nature.

133. On the positive side Canberra like other national capitals is seen by most as a beautiful city, a fitting national capital of which all Australians can be proud. The Committee heard evidence from a few witnesses claiming negative attitudes of Australians towards visiting Canberra. As a Committee of the Parliament whose members come from many different parts of Australia we cannot agree with this evidence that such a negative attitude towards visiting is widespread. However, the lack of agreement among members of the industry points to an important information requirement for the effective promotion and marketing of Canberra as a tourist destination. Positive and negative attitudes towards Canberra must be surveyed in the marketplace.

134. The PKF Visitor Study surveyed attitudes of those visiting Canberra. If the A.C.T. is to be more effectively promoted then a survey of how those in the major markets, including those who have not visited the A.C.T., view Canberra as a tourist destination would appear essential, particularly as to why they have not visited. It is understood that such a survey would cost in the order of \$10,000.

135. External promotion of the A.C.T. (that is promotion outside the A.C.T. and surrounding region) has been minimal while the emphasis has been placed on the provision of brochures both for promotion and visitor information. The Committee would suggest a consultancy review of the cost effectiveness of A.C.T. promotional methods before greatly increased promotional funds are committed to long term programs. Such a review should include a survey of attitudes of those in the marketplace, not just visitors already committed, to determine the most effective approach to promotion. For example, there are questions as to the effectiveness of the promotional material now available.

The Committee concludes that:

- (a) strong and effective promotion is an essential element in the development of tourism to the A.C.T.;
- (b) promotion of the A.C.T. must be aimed at the potential traveller and not merely provide information after the traveller has arrived;
- (c) there must be adequate material for effective promotion and more effective distribution of that material, and
- (d) present levels of funding for promotion need to be reviewed along with the effectiveness of current promotional efforts and materials, for example those produced by the Bureau.

The Committee recommends that:

- (a) a survey by professional consultants of the most effective means of promoting the A.C.T.

be undertaken as a matter of priority so as to provide the framework for a long term promotion program including the scale of funding required, and

- (b) any increase in promotional funds should give priority to publicity material and external promotion (see para 162).

#### PROMOTIONAL MEDIA

136. A range of media is used for the promotion of tourism. These include brochures - both standard descriptive and special promotional ones; advertising through newspapers, magazines, radio, television, films and posters; and face-to-face promotions, either to the public through places such as shopping centres or to the trade. There are also promotions to representatives of the industry through other means such as trade journals often involving incentive schemes or familiarisation and educational tours.

#### Brochures

137. As already mentioned the A.C.T. has as a result of limited funding and a priority to maintaining visitor satisfaction, directed most of its promotional funds to the production and distribution of various brochures. These brochures are used to attract visitors from outside the A.C.T. region, including overseas, to attract visitors within the region to the A.C.T. and to provide information to visitors to the A.C.T. after they have arrived.

138. The availability of brochures in selected locations may be a successful persuader for visitors on the move to visit a particular location. The Committee was impressed during its visit to the Goulburn Tourist Information Centre by the array of brochures advertising the A.C.T. and some of

its individual attractions. The Committee also heard evidence within the region of the advantages of reciprocal referrals between areas and individual operators. In both these situations the Committee believes individual operators have a role to play in the provision of suitable literature.

139. The Committee does not consider that visitor satisfaction and information services of the Bureau should be curtailed, although it seems there could be some rationalisation of brochures. The brochures previously produced for the Australian War Memorial and for Parliament House might be produced by those institutions themselves. The visitor to the Tourist Bureau is confronted with a large number of brochures produced by DCT, many of which are produced by branches other than the Tourist Bureau. The importance to tourism of many areas of DCT administration and the literature produced by these sections requires co-ordination at a senior level of management. In the same way, there may be scope for private promotion of this kind and made more effective. At present a vast array of brochures confronts the visitor to the Tourist Bureau.

140. Given the limitations on the ATC's ability to promote individual destinations within Australia to overseas markets the provision of suitable literature by DCT is essential. One or two high quality comprehensive brochures might be best for this purpose.

#### News Media

141. The Tourist Bureau has to date been unable to fund a national advertising campaign in newspapers, magazines or television. The Advisory Board claimed that a television campaign in Sydney would cost at least \$65,000 for a minimum effective package. As mentioned earlier in this Chapter active promotion of the A.C.T. in originating markets should be increased. Brochures are a relatively passive form of



promotion and the Committee believes it is the mass media area of promotion based upon market surveys and backed up by interstate offices and public promotions (for example, in shopping centres) that will provide the greatest increase in visitor numbers. The research recommended earlier in this Chapter should yield an effective campaign reaching the greatest number of potential visitors.

#### Films

142. The DCT told the Committee that for many years there has not been a suitable film of Canberra. Recently an excellent film made by CTC Channel 7 was presented to DCT and is now being lent to schools in every State and has been sent to the Australian Tourist Commission's overseas offices. Another film is currently being made by the Australian Information Service. It is considered by the Tourist Bureau that planning should provide for a new film about every two years. The Advisory Board sees the need for a new film every two to three years. The Committee would agree with the latter assessment to the extent that it is physically and financially feasible.

#### Package Tours

143. Package tours are gaining in popularity as an option in holiday planning. They remove some of the uncertainty of holiday arrangements and often offer inducements such as discounted fares and accommodation. Such tours are usually put together by airlines and other wholesalers outside of the A.C.T. whose main objective is to present an attractive and profitable package to the traveller regardless of the time spent in the A.C.T.

144. The ATC in evidence to the Committee noted that

"... very few packages are available to the travel industry, particularly in the inter-

national sphere, which develop Canberra as a longer stay proposition. There are a number of packages available that include Sydney-Canberra-Melbourne, but usually they are of very short duration ... packages which include accommodation, sightseeing and so on should be developed to keep people in Canberra for a longer stay." (75)

In its evidence TAA commented

"In its future promotion the A.C.T. needs to deliberately set out to extend the length of stay of its visitors, and any promotion with this aim should be supported by the provision of appropriate touring and accommodation products which incorporated attractions in the surrounding areas." (76)

145. The Committee believes that packages which set out to extend the stay of visitors and involve the region around the A.C.T. should be developed. The Tourist Bureau should actively encourage the assembly of such packages to the A.C.T. and region both with tour organisers and with local operators. The high proportion of visitors to Canberra by car requires the consideration of special packages for motorists.

#### Interstate Offices

146. Until late 1979 the Tourist Bureau had no interstate offices. In September 1979 an office was opened in Sydney which has been a vital market for the A.C.T. and will certainly continue to be so. The number of interstate or offices on the border with other states, operated by other tourist bureaux is:

Queensland	6
New South Wales	5
Tasmania	5
Victoria	4
Western Australia	3
Northern Territory	3
South Australia	2

147. Branch offices fill both a promotional and service role. They promote through their shopfront presence and through their contacts with local industry and media. They are able to maximise the effectiveness of media and other promotional campaigns being conducted locally. Interstate branches are more than information centres. They sell travel to the A.C.T., including package tours. As well they are involved in encouraging and assisting industry to establish facilities and services and compile packages.

148. The Committee considers that further A.C.T. interstate offices are required and that an office in Melbourne should be the first priority. The Sydney Office is particularly important since Sydney is the main gateway for international tourists to Australia. According to the PKF Visitor Study 35 per cent of visitors come from Sydney, 27.3 per cent from New South Wales country, 16.3 per cent from Melbourne and 5.1 per cent from the Victorian country. Melbourne is also the other important gateway for international tourists.

#### Overseas Promotion

149. The Tourist Bureau pointed out that the majority of international visitors make their plans for travel within Australia before they arrive in Australia. Promotions aimed at overseas visitors have to be through their agents, wholesalers and the ATC. The ATC regularly conducts overseas tourist promotion missions but the Tourist Bureau lacks the finance and personnel to participate. A recent task force to Europe had neither government nor private industry representation from the A.C.T. The Committee believes that both the Tourist Bureau and the industry should review their priorities regarding missions to the more productive of overseas markets with respect to the development of the A.C.T. tourist industry.

150. The promotion of the A.C.T. overseas is the responsibility of the Australian Tourist Commission. The ATC's charter is to promote the whole of Australia to overseas markets and it endeavours to be evenhanded in promoting individual destinations. The Tourist Bureau supplies material for the ATC's overseas offices and liaises frequently with the ATC to exchange information and to assist visiting publicists and travel agents. The ATC's policies are determined by 9 commissioners who are representatives of the Australian and State Governments and the tourist industry and are appointed by the Commonwealth Government. Two of the 9 members of the ATC are nominated by the Tourist Ministers of all States. The 6 States provide nominees and the membership is rotated. A roster ensures that a new State representative comes onto the ATC each year to join the nominee of the year before.

151. The Department of Industry and Commerce claimed that the A.C.T. could not be considered for membership of the roster until it had reached the stage of autonomy of the Northern Territory through constitutional development. The Committee cannot accept the claim that membership on the roster should depend on the degree of constitutional autonomy of the Capital Territory which has more than twice the population of the Northern Territory.

152. The Northern Territory and the A.C.T. are major tourist destinations geographically separate from and independent of the States. Neither the Northern Territory nor the A.C.T. is represented by the Department of Industry and Commerce representative on the ATC as was made clear in that Department's evidence to the Committee. The ATC in its promotional material treats the A.C.T. and the Northern Territory quite separately from the States. The Committee believes that for all tourist destinations within Australia to be adequately represented on the body whose charter it is

to promote them equally overseas, the Northern Territory and the A.C.T. should be represented on the ATC along with the States, and on the same basis.

#### Convention and Visitors Bureau

153. The Advisory Board suggested the establishment of a Convention and Visitors Bureau to increase convention business in the A.C.T. and generally promote the Territory as a tourist destination. It suggested the Bureau be a co-operative venture with a government subsidy of \$2 for every \$1 subscribed by commercial members.

154. The DCT, while believing that efforts should be made to secure a greater share of the valuable convention market, stated

"The importance placed on convention promotion is underlined by the establishment of convention bureaux in all State capitals. All are subsidised by State governments but just now there are higher A.C.T. priorities. A less costly alternative would be to appoint an officer to the A.C.T. Bureau to work in this field." (77)

155. The Committee is aware of the work of convention and visitors bureaux elsewhere in Australia but is not convinced of the present need for one in Canberra. There is already substantial convention business in the city which is catered for by the Tourist Bureau. However, the question of industry contributions to co-operative promotions is one that the Committee believes warrants further consideration on the part of the industry. The recent establishment of the Canberra Visitors Association might provide the means for such co-operation.

#### Co-operative Promotion

156. Evidence was given of a shopping centre promotion last year for 3 weeks in Sydney in which the industry and the Tourist Bureau co-operated. The industry contributed about \$11,500 (\$3,500 in cash and about \$8,000 in kind). The Tourist Bureau contributed about \$19,000 being half of its media promotion funds for the year (see para 114). The Advisory Board attributed industry reluctance to contribute to the belief by industry that they already contributed large sums to government through charges such as payroll tax, and liquor licensing fees. According to the Advisory Board private enterprise would be more willing to contribute to a promotion for a destination if businessmen were certain that it was going to attract an equal contribution by government. It cited as an example the South-East Region of N.S.W. which last year raised \$34,000 within the region to receive a dollar for dollar subsidy of \$34,000 from the State Government. The Committee notes however that the industry in that region as elsewhere also pays payroll tax, licensing fees and other similar charges.

157. The DCT said of on-going joint promotions

"The establishment of a joint fund is one thing; maintaining it on an on-going basis is another as the early history of the Tourist Bureau testifies. The uncertainty of reliance on industry contributions makes long-term planning of effective marketing programs, which may spread over years, extremely difficult. In the short term, and for specific promotions, co-operation can be beneficial." (78)

158. The A.C.T. is a relatively compact destination, promotion of which benefits the industry generally. The promotion of tourism in the A.C.T. is not solely the function of government. The Committee believes that the industry in the A.C.T. should demonstrate a greater willing

ness to engage in co-operative promotion of the A.C.T. particularly in specific promotion campaigns.

159. The Advisory Board gave evidence that the industry in the A.C.T. is fragmented (as it is throughout most of Australia). It said

"A number of organisations exist. Our Board has called a couple of meetings in which we have tried to get all the members of the tourist-type bodies and operators in Canberra together. It has not been easy to get them together ... many people still like to do their own thing." (79)

The Committee welcomes the recent moves which led to the establishment of the Canberra Visitors Association to represent the local tourist industry. Such an association can make a valuable contribution to ACT tourism, particularly in overcoming problems created by fragmentation.

#### EDUCATIONAL PROMOTION

160. An important aspect for tourist promotion of the A.C.T. is the educational value of the national capital. The Tourist Bureau has been active in the promotion of school tours. Since 1978 it has sent a newsletter National Capital School News once a term to nearly 10,000 schools throughout Australia. Through this newsletter, the Tourist Bureau makes available such teaching aids as film, audio-visual slide sets, wall charts, posters and brochures describing Canberra. The Committee agrees with the DCT that

"All Australians particularly school students, should have access to more and broader information about their national capital and should be encouraged to visit it as part of their learning experience." (80)

161. Not all of the educational value and promotion of the nation's capital is synonymous with tourism and there is

an important responsibility on the part of the Commonwealth to promote through Canberra a sense of national identity and pride. Other relevant issues including the educational facilities in Parliament House as well as interpretative displays at other attractions are dealt with elsewhere in this report.

#### CONCLUSIONS

162. The Committee concludes that:

- (a) there should be more effective promotion of the A.C.T.;
- (b) the tourist industry in the A.C.T. should demonstrate a greater willingness to engage in co-operative promotion of the A.C.T. particularly in specific promotion campaigns, and
- (c) individual attractions should produce their own brochures and provision should be made for this in their budgets.

The Committee recommends that:

- (a) the Australian Tourist Commission Act 1967 be amended to allow the Northern Territory and the Australian Capital Territory to be represented on the Australian Tourist Commission on the same basis as the States;
- (b) more funds be provided for A.C.T. tourist promotion;
- (c) an office of the A.C.T. Tourist Bureau be opened in Melbourne;

(d) early consideration be given to opening offices in other capital cities, and

(e) consideration be given to rationalizing and improving the publications produced by the A.C.T. Government Tourist Bureau.

- 
- 72. Transcript, p. 99.
  - 73. Transcript, p. 179.
  - 74. Transcript, p. 241.
  - 75. Transcript, p. 562.
  - 76. Transcript, p. 598.
  - 77. Transcript, p. 109.
  - 78. Transcript, p. 113.
  - 79. Transcript, p. 270.
  - 80. Transcript, p. 108.

## CHAPTER 8 - REGIONAL TOURISM

163. The Committee has placed a great deal of importance on the regional aspects of tourism in the A.C.T. As a consequence public hearings were held in Queanbeyan, Moruya, Goulburn and Tumut.

164. The New South Wales Department of Tourism is organised into 11 regions each with a Regional Tourist Promotion Committee chaired by a Regional Officer employed by the Department. The A.C.T. is geographically in the centre of the South Eastern Region but is excluded by a political boundary. Parts of two other Regions, the Riverina and Murray Regions are very close to the A.C.T. and include important tourist centres such as Tumut. These have been considered by the Committee as part of the geographic and economic region surrounding the A.C.T. Tourists, including overseas visitors, pay little heed to political and administrative boundaries. When the Committee talks about the region it includes these adjacent areas as well as the South Eastern Region.

165. The region around the A.C.T. has a great diversity of environments and attractions. It has alpine areas, coastal resorts, inland lakes and rivers, the Snowy Mountains Scheme, the tablelands and south-west slopes to name but a few. All of these are within a half day's drive from Canberra.

## PROMOTION

166. In the regional context there are two different aspects of promotion: (i) promoting the region to potential visitors outside the region and (ii) the promotion of attractions and destinations to visitors who have already entered the region.

### External Promotion

167. It was claimed in evidence that regional promotions often mention the A.C.T. but that A.C.T. promotions rarely mention the region. The South Eastern Region Tourism Promotion Committee stated that there is a continuous interaction between the region and the A.C.T. particularly with regard to tourism and recreation. Canberra, it was agreed by several witnesses, is the biggest single attraction in the area and is therefore in an advantageous position to promote the region. The New South Wales State Government gave evidence to the Committee that

"... the A.C.T. is ... a major tourist attraction in its own right requiring careful co-ordination of development and promotion activities. Any development of tourism in the A.C.T. would benefit New South Wales because of its geographic location and the economic linkages that exist. The benefits would be mutual." (81)

168. More specifically on the subject of promotion the State Government said

"The A.C.T. is part of a chain of attractions in New South Wales. It is therefore logical to engage in co-operative promotion campaigns which exploit this fact. In addition, however, there is a specific need for individual promotions by Canberra.

The specific types of promotions would be co-operative market segmentation oriented promotions with New South Wales when and where

considered appropriate, and individual promotions to all Australians, by means of advertising and publicity campaigns, travel trade workshops, educational tours etc." (82)

169. The Tourist Bureau has recently contributed \$5,000 to a regional promotion in the Womens Weekly. Industry in the South Eastern Region contributed \$19,000 to the promotion which attracted a \$19,000 subsidy for the promotion from the N.S.W. Government. The Tourist Bureau in Canberra sells about 40 per cent of vouchers for a motoring holiday promotion being conducted by the South Eastern Region. The Tourist Bureau's Sydney Office also sells vouchers for this promotion which includes the A.C.T. The N.S.W. Government indicated it will be promoting the A.C.T. as part of the tourist attractions of N.S.W. through its overseas offices in New Zealand, Britain and the United States of America. (83)

170. The Committee found most witnesses from the surrounding region to be willing to co-operate with the A.C.T. in the promotion of the region as a whole. The demonstrated willingness of the industry within the region to contribute to their own regional promotions supports their claims.

The Committee concludes that while the A.C.T. is a major destination in its own right, promotion of the A.C.T. as part of a region, by both the relevant A.C.T. authorities and the industry, and in co-operation with New South Wales authorities and industry representatives, would benefit tourism in the region generally and the A.C.T. in particular.

### Internal Promotion

171. An aim of regional tourism throughout Australia is to persuade people to stay longer within the region. This

is not only achieved through externally promoting the whole region as a destination but also by promoting particular attractions and destinations to visitors after they have arrived in the region.

172. The Committee heard from several witnesses of the necessity for reciprocal promotion of areas within the region. This can be achieved through the exchange of brochures, both destination brochures and those for individual attractions, as well as by other means. Tourist information centres carry one another's brochures and are familiar with attractions elsewhere in the region. Operators through their contact with visitors can recommend particular destinations or attractions although the point was made several times to the Committee that unless operators in the A.C.T. reciprocate by referring visitors to other destinations in the region such referrals "will soon dryup if the promotion appears onesided." (84)

173. A popular form of regional promotion is the "round trip" where visitors can travel to a number of destinations without having to retrace their steps. The design and promotion of round trips depends on regional co-operation as well as the existence of attractions along the way.

174. It should not be forgotten that a considerable amount of tourism within the region is by residents of the region. The PKF Visitor Study found that one third of visitors to the A.C.T. did not overnight in the A.C.T. The N.S.W. Government quoted from the 1978-79 Domestic Tourism Monitor that 27 per cent of destination trips to the A.C.T. by domestic visitors, where a trip was more than 40 km from home and involved at least one overnight stay, were from N.S.W. country areas. The State Government believes these are probably mostly from the South Eastern Region. Of trips to the South Eastern Region 17 per cent originated from the A.C.T.

The Committee concludes that the relevant A.C.T. authorities and more particularly the industry in the A.C.T. should co-operate more on internal promotion with tourist associations and operators in the adjacent region as it would be to their mutual advantage and would contribute to developing the tourist industry on a regional basis.

#### CO-OPERATION

175. The New South Wales Government pointed to the fact that N.S.W. and the A.C.T. are inextricably linked with respect to tourism and that the potential for the development of tourism in the A.C.T. is linked to what happens in N.S.W.

"This is because tourists visiting the A.C.T. usually also visit parts of New South Wales; and policies with respect to air, road and rail transport in New South Wales have an effect on the movement of tourists into and out of the A.C.T." (85)

176. The State Government pointed to the necessity of close, regular and frequent liaison between the N.S.W. Department of Tourism and the A.C.T. Tourist Bureau on matters of planning and promotion. The Committee agrees that co-operation between the two bodies should be on a more regular basis.

177. Evidence was given of the co-operation between the A.C.T. Bureau and the South Eastern Region. As well as the Womens Weekly and motoring holiday promotions already mentioned the chairman of the South Eastern Region Tourism Promotion Committee stated that he had had excellent liaison with the Tourist Bureau over the last four to five years. The South Eastern Region Committee often meets at the A.C.T. Tourist Bureau and the Bureau Manager sits in on meetings.

The South Eastern Region Tourism Promotion Committee claimed that they have found it difficult to co-opt industry members from Canberra.

178. Local or sub-regional tourist operators in the region gave mixed reactions to their efforts at co-operation with the A.C.T. The Queanbeyan City Council is an observer on the Advisory Board and wants to become a member. Queanbeyan would also like to participate in shopping centre promotions such as the recent one in Sydney. The Committee considers such co-operation would benefit both Canberra and Queanbeyan.

179. The Goulburn City Council sought the recognition of the Southern Tablelands Tourist Association by the Tourist Bureau so that Goulburn could be promoted as the doorway to Canberra and be included in A.C.T. brochures. It thought there could also be liaison between Goulburn and the Tourist Bureau on matters of mutual concern.

180. Witnesses from the coastal areas of the region sought more regular supplies of brochures promoting Canberra, joint promotion outside the region and reciprocal arrangements between operators on the coast and in the A.C.T.

The Committee concludes that:

- (a) there is a clear necessity for greater co-ordination of promotion and marketing in the region while maintaining a large degree of independence for each regional element, and
- (b) there are obvious advantages in co-operation between individuals or groups of operators in the region in promoting one another's product.

The Committee recommends that consideration be given to the inclusion of a representative from the region on the proposed Australian Capital Territory Tourist Commission.

#### FACILITIES

181. The region has a great wealth and diversity of environments, recreational opportunities and attractions. For tourists the major access to and within the region is by road. A great deal of evidence was taken on both the importance of particular roads and their low standard. Three roads to which much evidence was directed were the Federal Highway, the Kings Highway (Queanbeyan to the Coast) and a Canberra-Tumut Road. These roads as well as the Monaro Highway which links Canberra and Cooma are all important access roads to the A.C.T. and a great deal of day-tripping from Canberra and round trips within the region depend upon their quality. The importance of roads has already been referred to in para 101 of this report.

#### CONCLUSIONS

182. The Committee concludes that:

- (a) there is scope for much more co-operation at all levels within the region to the mutual benefit of all concerned;
- (b) the A.C.T. will benefit from being promoted as a significant focal point of the region;
- (c) there should be more frequent and more formal liaison between the Department of the Capital Territory and the N.S.W. Department of Tourism at a senior level, and



(d) the designation of a relevant A.C.T. officer as a regional liaison officer would enable the A.C.T. authorities to

(i) maintain regular liaison with the regional promotion committees and local and sub-regional associations, and

(ii) provide an identifiable point of contact with the A.C.T. for operators and groups in the region.

183. The Committee recommends that:

(a) resources be provided to permit effective regional liaison work as well as interstate liaison, and

(b) particular attention should be paid to liaison between the A.C.T. and the N.S.W. Department of Tourism.

- 
81. Transcript, p. 933.  
82. Transcript, p. 934.  
83. Transcript, p. 947.  
84. Transcript, p. 1011.  
85. Transcript, p. 934.

## CHAPTER 9 - THE COMMONWEALTH ROLE

184. The Commonwealth and State Ministers responsible for tourism have agreed on responsibilities of Commonwealth and State Governments. The prime responsibilities of each are set out in Table 7 as are those where it has been agreed that the responsibilities are shared. All of these functions are the responsibility of the Commonwealth in the A.C.T. but for the purposes of this report the national and territorial functions will be dealt with separately.

### THE NATIONAL ROLE

185. In earlier chapters the Committee has commented on the role of the Commonwealth in the promotion of the A.C.T. through the Australian Tourist Commission and the Department of Transport in the provision of tourist transport facilities. The Committee has also dealt with major attractions owned by the Commonwealth such as the War Memorial, National Library and Parliament House, as well as the obligation of government departments and instrumentalities to make available more information on their functions and achievements to visitors to the seat of government. The Commonwealth's responsibility for tourism in the national capital extends far beyond the responsibilities of the Department of the Capital Territory and the National Capital Development Commission and there is a need for this involvement to be co-ordinated.

### Commonwealth Prime Responsibilities

Where the Commonwealth as a specific constitutional responsibility and/or has legislated for the whole of Australia or where the Commonwealth has entered into the agreement of the States and Territories accept responsibility.

1. International Relations
  - International Representation
  - International Agreements
2. Transportation
  - Air
  - Sea
  - Rail
  - Highways (National)
  - National Highways
  - Coast-Innate operations
  - Maritime Administration
  - Visa and Passports
  - Quarantine
  - Customs and Excise
3. Research and Statistics
  - Industry
  - Overseas Travel
  - Domestic Travel—National Movements
  - Overseas Visitor Travel Patterns
  - Domestic Visitor Travel Patterns—Innate
5. Pharmacy
6. Development Assistance
  - Foreign Investments and Ownership
  - Foreign Loans and Incentives
  - Overseas Market Development
  - Guarantee—e.g. Housing Loans Insurance Corporation
  - Loans e.g. Commonwealth Development Bank
  - Foreign Trade and Commerce
  - Direct Grants
7. Destination Promotion
  - Marketing of Australia—Overseas
  - Encouragement of visitation from other countries
8. Consumer Affairs
  - Trade Practices

### Commonwealth and State/Territory Shared Responsibilities

1. Welfare
  - Employment levels and conditions
  - Training
2. Consumer Affairs
  - Consumer Education
  - Consumer Protection
3. Transportation
  - Sea
  - Rail
  - Roads—other than National Highways
  - Destination Marketing
4. Encouragement of visitation from overseas to particular destinations
5. Encouragement of visitation to the National Estate
6. Infrastructure and Public Works
  - Special projects beyond the financial resources of an individual State/Territory
7. Regional Research and Statistics
8. National Standards—Tourism
9. Destination Planning
  - Where there is agreement

### Territory and State Responsibilities

The following list of Territory/State responsibilities includes a number of items which may be shared by the State or Local Government but which vary in different States and Territories.

1. Infrastructure and Facilities
  - Water Services
  - Public Services
  - Public Attractions
  - Commercial
  - Sporting/Recreational
  - Sign Posting
  - Prone and Heat Areas
  - Public Works (neighbour, river, estuary)
  - Public Areas
  - Beach Services
  - Public Buildings
  - Accommodation
  - Accommodation Licensing and Camping Parks
  - Roads—Planning and Construction, Public Roads
2. Research and Statistics
  - Integrate Data Collection
  - Research and Statistics
  - Local Visitation
3. Planning
4. Industry Education
5. Road Transport Regulation
6. Land Use and Environment Protection
7. National Parks
8. Domestic Marketing
9. Development Finance
  - Subsidies/Assistance
  - Thrifts and other concessions
10. Regulatory Services
  - Building Standards, etc.
11. Consumer Affairs
12. Consumer Affairs

186. Previous inquiries have found that there is a legitimate role for the Commonwealth in promoting tourism to the national capital and have suggested that visits by school children are particularly important. The Committee was informed that the promotion of school tours to the A.C.T. has a high priority with the Tourist Bureau (paras 136-138). The Committee was also informed by the Department of Education that a direct learning experience *i.e.* a visit, is certainly of more importance than an indirect experience. (86)

187. It was suggested that a visit to Canberra could make a contribution to developing a sense of national consciousness:

"the Canadian experience ... suggests that if a deliberate attempt is made to provide learning opportunities for children to come face to face with aspects of what it is to be a Canadian rather than a citizen of Ottawa or whatever, there are some evidences which can be taken as showing this to be moderately successful." (87)

The Committee considers this matter of encouraging school children to visit Canberra, to be of particular importance. Information on the significance of Canberra and on the major national institutions should be available to school children before they come to Canberra as an extension to the classroom situation. Such material should also provide a substitute for those children who are for the time being unable to come to Canberra. The Committee believes that the matter of encouraging school children to visit Canberra should be further pursued by the DCT in co-operation with the Department of Education and State authorities. Children from remote areas may need special assistance if this objective is to be achieved.

The Committee concludes that since the Commonwealth Government has a responsibility to encourage a sense of national consciousness:

- (a) it is desirable that every school child be given the opportunity to visit Canberra;
- (b) national attractions should continue to be developed within the Australian Capital Territory so as to give just cause for and tangible evidence of that national consciousness, and
- (c) the Commonwealth should give special attention to informing citizens visiting Canberra of the activities of at least some departments and instrumentalities by the most modern techniques available (see para 64).

#### THE TERRITORIAL ROLE

##### Organisation

188. The Commonwealth also has the responsibility for the continued economic and social development of the A.C.T. Tourism is an industry which can contribute to that economic development. However, in encouraging the development of the tourist industry the A.C.T. is in competition not only with overseas destinations but also with the other States. As indicated in Table 5 the resources allocated to promotion within the Department of the Capital Territory do not compare favourably with those available in the States.

189. There is no formal legislation covering the A.C.T. tourism function. However, the responsibilities of the tourism section of the DCT have been defined as follows

"advise the Minister, other areas of the Department and appropriate planning authorities on tourism policies and objectives;

undertake tourism research as a basis for that advice, and for planning, developmental, management and promotional purposes;

plan ACT tourist industry development and counsel government and private enterprise on desirable visitor facility or service requirements;

promote the National Capital as an attractive tourist city, particularly as a conference and school tour centre, and increase the average stay and appreciation of visitors;

improve visitor satisfaction by providing a comprehensive visitor information and travel service."(88)

190. The tourism section is made up of 3 sub-sections, with one being responsible for research; another for promotion and development and the third for the operations of the Tourist Bureau. The Tourist Bureau is an agent for all domestic airlines, and an accredited IATA agent which enables it to book passengers on and earn commission from international airlines. It acts as an agent for a variety of international shipping companies and is also an agent for Australian National Railways, all major Australian coach and tour operators, as well as for hotels, motels and cruises. In 1977-78 it earned commission of \$142,446 while in 1978-79 it earned \$126,992.

191. In the States the responsibility for tourism is either the responsibility of a statutory authority or of a separate department. Tasmania, Western Australia, New South Wales and South Australia have departments of tourism. Queensland and Victoria have recently established statutory authorities. The Northern Territory has replaced its Tourist Board with a Tourist Corporation. The Corporation will be headed by a full-time Chairman, assisted by 2

part-time members. Previously the Board was made up of 5 part-time members. An indication of the lack of recognition of tourism in the A.C.T. is that the salary paid to the Director of A.C.T. Tourism is less than 75 per cent of that of the lowest paid of his equivalents in the other States and the Northern Territory.

192. There can be little doubt that the responsibility for tourism within the A.C.T. needs to be upgraded to more appropriately reflect the role it will no doubt play in the future development of the A.C.T. This was acknowledged by DCT:

"DCT believes its existing organisation will be inadequate to fulfil the future tourism function. Achievement of government tourism aims will require greater effectiveness and some operative abilities not now available."(89)

The Department also noted that while the tourism function could not be looked at in isolation from the rest of the Department

"a successful tourism body needs certain freedoms not normally granted in the Public Service."(90)

193. Particular problems which had occurred because of the public service requirements included staff recruitment and the lack of an official hospitality fund or representation allowances for senior staff. Other problems were the requirement for printing to be placed with the Australian Government Publishing Service and the requirement to pay any commissions earned into consolidated revenue.

194. The Advisory Board recommended that a Tourist Authority be established in the A.C.T. and prepared a draft ordinance. It referred to the low standing of tourism within the DCT administration and claimed that tourism

planning and management in the A.C.T. had been severely restricted. It went on to claim that with the Departmental tourism policy being "one of containment rather than expansion, restrictions have been placed on planning, promotion, marketing. This results in ad-hoc approaches to new circumstances".(91) The authority proposed by the Advisory Board would have no less than 5 and no more than 7 members of whom 4 would be engaged in the industry.

195. DCT suggested that a better arrangement for tourism might be achieved by

"raising Tourism Section to Branch status with responsibility to the City Manager;

creating a new 'Bureau' status akin to, say, the Forestry and Timber Bureau with responsibility direct to the Permanent Head;

establishing some other special status that recognises the particular nature of the tourism function."(92)

The DCT noted that there were procedures for short-cutting the formal lines of responsibility to the Secretary through branch and division heads. An example of this was the Secretariat of the A.C.T. House of Assembly which reports directly to the Secretary of the Department.

196. The Tourist Industry Association of the A.C.T. proposed a re-constitution of the Tourist Bureau. It was suggested this could be achieved within the existing public service structure but would entail a significant reclassification of staff, with the Director of the re-constituted Bureau having direct access to the Minister.

197. The Committee considers that a lack of flexibility has unduly restricted the promotion of the A.C.T. as a tourist centre. The Australian Tourist Commission was set up as a statutory authority to promote Australia overseas

and its effectiveness in this regard is generally recognised by both government and industry at home and overseas. In its submission to the House of Representatives Select Committee on Tourism the ATC outlined the advantages of its structure in performing the tourism marketing function

- " . its membership includes industry leaders, two nominees from the industry body (ANTA), two from the States and one from the Australian Public Service and thus is more representative of a wider range of interests than any of the alternatives;
- by having such a mixture of representation on the Commission, it is able to apply the advantages of both Government and private sector considerations to its operations;
- it has commercially oriented staff, many of whom have been drawn from industry;
- being funded with a one-line appropriation instead of an itemised budget, and being less constrained in other directions than would a department, ATC has the flexibility to react to changes in the market situation in a way alternative Government organisations could not;
- it is able to enter into jointly funded promotional exercises with industry; to use industry contributions to expand its services and to generate funds to support its activities;
- its long and close association with the travel industry in Australia and overseas allows easy flow and effective use of information in both directions."(93)

The ATC also noted that the role of the Department of Industry and Commerce complements that of the ATC. The Department of Industry and Commerce advises and services the Minister as well as being responsible for the execution and administration of legislation.

198. The Committee considers that the establishment of an Australian Capital Territory Tourist Commission (ACTTC) along the lines of the Australian Tourist Commission would contribute substantially to the development and promotion of tourism in the A.C.T. Such an arrangement would ensure a more entrepreneurial approach which is not possible under present arrangements and which the Committee considers essential to the effective future development of the A.C.T. and regional tourist industry.(94) The Committee suggests that there be 6 part-time commissioners for the ACTTC one of whom would be chairman. The commissioners, including the chairman, would be appointed by the Minister for the Capital Territory and include a representative from the House of Assembly and one from the surrounding region of New South Wales. The Committee also suggests that a member of the Canberra Development Board be a member of the Commission. At least 2 of the remaining members should have special expertise and experience in tourism. The Commission would appoint a full-time chief executive officer responsible to the Commission.

The Committee concludes that the establishment of an Australian Capital Territory Tourist Commission as a statutory authority, along the lines of the Australian Tourist Commission, would be a more appropriate organisation to undertake the development and promotion of A.C.T. tourism than the present departmental arrangement.

The Committee recommends that:

- (a) an Australian Capital Territory Tourist Commission be established as a statutory authority responsible to the Minister for the Capital Territory;

- (b) the Australian Capital Territory Tourist Commission be responsible for the development and promotion of Australian Capital Territory tourism;
- (c) the Australian Capital Territory Tourist Commission be composed of 6 members, and
- (d) the Australian Capital Territory Tourist Commission appoint a full-time chief executive officer responsible to the Australian Capital Territory Tourist Commission.

#### Promotion

199. The Committee acknowledges the need for increased promotion of the A.C.T. but is concerned at the quality of that promotion. It considers that in the past too much emphasis has been placed on servicing the visitor who has arrived rather than encouraging visitors to come. It has recommended that increased funds be made available for promotion but that such funds be directed towards more effective promotion rather than towards the provision of brochures for visitors who have already arrived.

200. Earlier in this report the Committee recommended a survey by professional consultants of the most effective means of promotion. Such a survey should include for example questioning persons who have not visited the A.C.T. on their image of the A.C.T. The survey would provide the framework for a long term promotion program. It should include an assessment for promotion purposes of the most marketable aspects of the A.C.T. The Committee believes that with the aid of this professional advice, promotion should be the sole responsibility of the proposed Australian Capital Territory Tourist Commission.

#### Development

201. Reference was made in para 17 to Stage 2 of the PKF Visitor Study. The terms of reference for the study were:

"Having regard to the findings and recommendations of the A.C.T. Visitor Study (Stage 1), and other relevant factors, the Joint Working Group shall:

1. propose policy guidelines for the orderly development and operation of the tourism industry in the A.C.T.;
2. develop a strategy, or alternative strategies, to implement the policies proposed;
3. provide forecasts of visitor demands and identify the variety and extent of facilities, features and services required to meet these demand levels in both short and long term."(95)

202. As funding for Stage 2 by outside consultants was not forthcoming a Joint DCT/NCDC Working Group was set up in 1978 to enable Stage 2 to proceed. The Working Group Study was suspended pending the outcome of this Committee's inquiry.

203. The Committee believes that the Working Group should be reactivated to further consider planning for the development of tourism in the A.C.T. The proposed ACTTC would be represented on the Working Group along with DCT and NCDC. The object of the Working Group would be to ensure the maintenance and improvement of the environment of the A.C.T. for the tourist industry and consequently to tourists. The Committee would not, however, see such a working group being involved in the promotion of A.C.T. tourism. The role of the Working Group would include the preparation of forecasts of estimated visitor demand and on the basis of those forecasts an assessment of the future needs of Canberra's tourism infrastructure, plant and facilities.

The Committee recommends that:

- (a) Stage 2 of the A.C.T. Visitor Study be recommenced and that the study be responsible for providing forecasts of estimated tourist demand as well as assessing the future needs of tourists to Canberra and the means of meeting those needs, and
- (b) funds be made available to allow employment of consultants on the A.C.T. Visitor Study if the Working Group considers this necessary.

#### ADVISORY BOARD

204. There were also a number of suggestions for the restructuring of the A.C.T. Advisory Board on Tourism. In fact the Board itself suggested that its membership was too large and that it may be preferable if the representatives from private industry were "chosen for the potential value of their individual experience and contributions".(96)

205. The Advisory Board first met in 1952 and at present has 13 members representing:

A.C.T. House of Assembly  
Department of the Capital Territory  
National Capital Development Commission  
Commonwealth Hostels  
Government airline  
Private airlines  
Ansett-Pioneer (representing coach operators)  
Chamber of Commerce (4 nominees)  
National Roads and Motorists' Association  
National Council of Women

The members of the Advisory Board are appointed by the Minister and secretarial assistance is provided by the Department of the Capital Territory. The Advisory Board claimed that in its present form it "is not achieving a

level of usefulness equal to the time and effort given by Board Members".(97) Factors causing this were the size of the Board, the lack of support staff and the fact that matters were seldom referred to it.

206. The Committee acknowledges the valuable role that the Advisory Board has played in the past but whether there will be such a role for it in the future is doubtful. The recent establishment of the Canberra Visitors Association, the Canberra Association for Regional Development and the Canberra Development Board will, in addition to the House of Assembly, provide advice to the Minister for the Capital Territory on A.C.T. tourism. The Advisory Board would probably become just another source of advice. The Commissioners of the proposed A.C.T. Tourist Commission would also provide direct advice on such matters to the Minister as required.

The Committee recommends that on the establishment of the Australian Capital Territory Tourist Commission the Australian Capital Territory Advisory Board on Tourism be abolished.

If the proposed A.C.T. Tourist Commission is not established the Committee believes that an Advisory Board of 6 members along the lines proposed for the board of Commissioners on the ACTTC should be considered to replace the existing Advisory Board.

- 
86. Transcript, p. 786.
  87. Transcript, p. 787.
  88. Transcript, p. 19.
  89. Transcript, p. 120.
  90. Transcript, p. 121.
  91. Transcript, p. 248.
  92. Transcript, p. 120.
  93. House of Representatives Select Committee on Tourism, Transcript, p. 445.
  94. See Chapter 10, para 209.
  95. Transcript, p. 29.
  96. Transcript, p. 245.
  97. Transcript, p. 247.

## CHAPTER 10 - CONCLUSIONS

207. The Commonwealth has a major responsibility to encourage Australians to visit their national capital. It has obligations because of its national role to ensure that the capital is a fitting symbol of the Federation and so that Australians are aware of and can take pride in that achievement. There is also the territorial role in encouraging the economic development of the A.C.T. Finally there is the regional significance of the industry which requires special co-operation between the Commonwealth and New South Wales and between the A.C.T. and regional authorities.

208. The Committee has concluded that there is an obligation on the part of the various Commonwealth departments to explain their activities to the people. Some departments have neglected this obligation while others have been less than enthusiastic. A notable exception in this regard is the NCDC planning exhibition at Regatta Point which stands as an example of what can be achieved. The same can be said of the Mint. The Committee has recommended the establishment of an inter-departmental Committee to co-ordinate the Government's role in A.C.T. tourism. The aim should be to have more (though certainly not all) Commonwealth departments and authorities accessible to the people who visit Canberra and explaining their functions and responsibilities. It is essential that the wider community better appreciate the role and activities of at least some Federal departments and agencies.

209. The need for a flexible organisation which is able to respond to the many demands of the tourist industry is



considered to be the prime requirement for future government involvement in the promotion and development of A.C.T. tourism. The DCT itself acknowledged that its present structure does not encourage such flexibility. The Committee sees a need for a separate organisation to carry out the promotion of the A.C.T. as well as to assist in the development of tourism. The Committee has recommended the establishment of a Tourist Commission for the Territory. Such a Tourist Commission would operate along the lines of the Australian Tourist Commission but would continue to have day-to-day involvement in the marketplace through the operation of information and service centres which would provide travel services to both tourists and local residents.

210. A further recommendation of the Committee is for the re-commencement of the A.C.T. Visitor Study. The Working Group would continue its work on the development of A.C.T. tourism and would not be involved in promotion. The Committee has also suggested that funds be made available for the employment of consultants if it is considered such consultants are necessary for the study.

211. If its recommendations for the establishment of an A.C.T. Tourist Commission are accepted the Committee has recommended the abolition of the present Advisory Board on Tourism. The Committee acknowledges the valuable role that the Advisory Board has played in the past but there are a number of other organisations, including the proposed ACTTC which will be in a position to provide advice to the Minister for the Capital Territory.

212. The Committee has noted the potential for tourism to generate employment and that the development of it as an industry can contribute to the economic well-being of the A.C.T. However, it should not be seen as a solution for all

the problems the Territory may face. In particular it could contribute by balancing public and private sector roles in the Territory and this in itself could enhance Canberra's standing.

213. Promotion of the A.C.T. was also considered by the Committee and a review of funding has been recommended. However, the Committee has suggested that any increase in funds be used for more effective promotion of the A.C.T. and not simply to print more brochures for visitors who have arrived in the A.C.T. As a first step the Committee has suggested a survey of persons to ascertain why people have not come to the Territory. The Committee has commented on what seems to be the undue emphasis on brochures.

214. Tourist facilities have also been considered. The Committee has rejected the suggestion of short term improvements to the Canberra Airport terminal and suggested that work commence on a new terminal as soon as possible. It has also been suggested that the funding of improvements in both road and rail access to the A.C.T. be discussed with the New South Wales Government.

215. The Committee has recommended the creation of a Tourism Development Fund similar to that presently operating in New South Wales. Such a fund would provide assistance for the development of tourist attractions and facilities and for the encouragement of promotion by the private sector. This fund should be administered by the proposed, more commercially oriented Australian Capital Territory Tourist Commission.

216. The Committee hopes that this report might provide the basis for some new impetus for the tourist industry in the A.C.T. and that the contribution by tourism both at the national and territorial level is recognised and resources

are allocated to its development. There have already been a number of initiatives during the course of the inquiry to strengthen the industry and to add to the range of A.C.T. attractions available to the visitor. These provide some appropriate acknowledgement of the significance of the tourist industry to Canberra and the A.C.T. The Committee believes that if these attractions are effectively promoted to the citizens of Australia it will be to the mutual benefit of the nation and the Territory.

JOHN W. KNIGHT  
Chairman

March 1980

LIST OF WITNESSES

A.C.T. ADVISORY BOARD ON TOURISM

Mr Archibald Eric BAKER, Chairman, ACT Advisory Board on Tourism, P.O. Box 744 Canberra City, Australian Capital Territory.

Mr Albert John POTTER, Vice-Chairman, ACT Advisory Board on Tourism, P.O. Box 744 Canberra City, Australian Capital Territory.

Mr Douglas Walter BLAND, Secretary, ACT Advisory Board on Tourism, P.O. Box 744 Canberra City, Australian Capital Territory.

A.C.T. SHOOTING ASSOCIATION

Mr Vladimir Josef PARAL, Chairman, Steering Committee, ACT Shooting Association, P.O. Box 712, Fyshwick, Australian Capital Territory.

Mr Ian Ralph COOMBES, Chairman of Sub-Committee, ACT Shooting Association, P.O. Box 712, Fyshwick, Australian Capital Territory.

ANSETT AIRLINES OF AUSTRALIA

Mr Phillip WILLIAMS, National Manager, General Sales, Ansett Airlines of Australia, 489 Swanston Street, Melbourne, Victoria.

Mr Derym James ELLIOTT, Senior Engineer, Special Projects, Ansett Airlines of Australia, 489 Swanston Street, Melbourne, Victoria.

AUSTRALIAN ASSOCIATION OF INDEPENDENT BUSINESSES LTD

Mr John Kingsley LEGGETT, Chairman, Canberra-Queanbeyan Regional Committee, Australian Association of Independent Businesses Ltd, Industry House, National Circuit, Barton, Australian Capital Territory.

Mr Alan John MACDONALD, Committee Member, Canberra-Queanbeyan Regional Committee, Australian Association of Independent Businesses Ltd, Industry House, National Circuit, Barton, Australian Capital Territory.

#### AUSTRALIAN HOTELS ASSOCIATION (CANBERRA)

Mr Keith George KEARNS, President, Australian Hotels Association (Canberra), P.O. Box 50, Mawson, Australian Capital Territory.

Mr William James Roland CROSS, Executive, Australian Hotels Association (Canberra), P.O. Box 50, Mawson, Australian Capital Territory.

Mr Henry James HUGHES, Committee Member, Australian Hotels Association (Canberra), P.O. Box 50, Mawson, Australian Capital Territory.

#### AUSTRALIAN NATIONAL TRAVEL ASSOCIATION

Mr Graham William Laurence TUCKER, Executive Director, Australian National Travel Association, 89 York Street, Sydney, New South Wales.

#### AUSTRALIAN RAILWAY HISTORICAL SOCIETY (A.C.T. DIVISION)

Mr Randall George WILSON, President, Australian Railway Historical Society (Australian Capital Territory Division) Incorporated, P.O. Box 112, Civic Square, Canberra.

Mr Peter Robert REYNELL, Operations Manager, Australian Railway Historical Society (Australian Capital Territory Division) Incorporated, P.O. Box 112, Civic Square, Canberra.

#### AUSTRALIAN TOURIST COMMISSION

Mr John Herbert BRACE, Director, Marketing Development, Australian Tourist Commission, 414 St Kilda Road, Melbourne, Victoria.

Mrs Barbara HOGAN, Information Supervisor, Australian Tourist Commission, 414 St Kilda Road, Melbourne, Victoria.

#### AUSTRALIAN WAR MEMORIAL

Mr Noel Joseph FLANAGAN, Director, Australian War Memorial, Canberra.

Mr Graham David FRIEDMAN, Executive Officer, Secretariat, Australian War Memorial, Canberra.

#### BATEMANS BAY-BATEHAVEN CHAMBER OF COMMERCE

Mr Robert Younger HILLMAN, President, Batemans Bay-Batehaven Chamber of Commerce, Batemans Bay, New South Wales.

Mr Warwick James DUNBAR, Member of Batehaven Area Tourist Association, Batemans Bay, New South Wales.

Mr Lance Colbert SMITH, Vice President, Batemans Bay-Batehaven Chamber of Commerce, Batemans Bay, New South Wales.

#### BUS PROPRIETORS ASSOCIATION OF N.S.W. (A.C.T. BRANCH)

Mr Albert John POTTER, Chairman, ACT Branch, Bus Proprietors Association (NSW), 4 Mort Street, Braddon, Australian Capital Territory.

Mr David Michael ARCHER, Honorary Secretary, ACT Branch, Bus Proprietors Association (NSW), 4 Mort Street, Braddon, Australian Capital Territory.

#### CANBERRA CHAMBER OF COMMERCE

Mr David CUSACK, President, Canberra Chamber of Commerce, Ethos House, Ainslie Avenue, Canberra, Australian Capital Territory.

Mr Herbert ROBERTS, Vice-President, Canberra Chamber of Commerce, Ethos House, Ainslie Avenue, Canberra, Australian Capital Territory.

Mr Robert Lauder REID, Executive Director, Canberra Chamber of Commerce, Ethos House, Ainslie Avenue, Canberra, Australian Capital Territory.

#### CANBERRA COLLEGE OF ADVANCED EDUCATION

Mr John Wellesley WALKER, Co-ordinator of the team putting forward the proposal, Canberra College of Advanced Education, School of Teacher Education, P.O. Box 1, Belconnen, Australian Capital Territory.

Mr James Thomas MITCHELL, Assistant to Mr Walker, Canberra College of Advanced Education, School of Teacher Education, P.O. Box 1, Belconnen, Australian Capital Territory.

Mr Ian Ernest HART, Member of the team, Canberra College of Advanced Education, School of Teacher Education, P.O. Box 1, Belconnen, Australian Capital Territory.

Mr Graeme John BAKER, Member of the team, Canberra College of Advanced Education, School of Teacher Education, P.O. Box 1, Belconnen, Australian Capital Territory.

**CAREY'S CAVE, WEE JASPER**

Mr Adrian Richard CAREY, Manager and Chief Guide,  
Carey's Cave, Wee Jasper.

**COMMONWEALTH ACCOMMODATION AND CATERING SERVICES  
(COMMONWEALTH HOSTELS)**

Mr John Graham WICKENS, General Manager, Commonwealth  
Accommodation and Catering Services Ltd, 59 Miller  
Street, North Sydney, New South Wales.

Mr Francis Kenneth HODGE, ACT Manager, Commonwealth  
Accommodation and Catering Services Ltd, Northbourne  
Avenue, Canberra, Australian Capital Territory.

Mr Victor Kenneth PEAK, Principal Executive Officer,  
Transitory Accommodation Section, Department of  
Administrative Services, 254 Exhibition Street,  
Melbourne, Victoria.

MR STANLEY DELLE VERGIN, proprietor of South Haven Caravan  
Park, 20 Main Street, Merimbula, New South Wales.

**DEPARTMENT OF THE CAPITAL TERRITORY**

Mr Laurence John DANIELS, Secretary, Department of the  
Capital Territory, Canberra.

Mr Laurence Roy WATSON, Director of Tourism, Department  
of the Capital Territory, Canberra.

Mr Raymond Joseph DONNELLAN, Acting Assistant Secretary,  
Recreation and Tourism, Department of the Capital  
Territory, Canberra.

Dr Kenneth Bell DAVIDSON, Assistant Secretary, Traffic  
and Transport, Department of the Capital Territory,  
Canberra.

**DEPARTMENT OF EDUCATION**

Mr Alan Harry WHEELEY, Head, Planning and Research  
Section, Office of ACT Further Education, Department  
of Education, Canberra.

Mr David John FRANCIS, Deputy Director, Curriculum  
Development Centre, Department of Education, Canberra.

**DEPARTMENT OF HOME AFFAIRS**

Mr Thomas Ferguson PATERSON, First Assistant Secretary,  
Department of Home Affairs, Canberra.

Mr Peter James GRILLS, Project Officer, Department of  
Home Affairs, Canberra.

Mr Paul Brettell, Director, Sport and Recreation Branch,  
Department of Home Affairs, Canberra.

Mr Peter Michael RYAN, Director, Cultural and Historical  
Section, Department of Home Affairs, Canberra.

Mr Robert John Houison DEAN, Assistant Director,  
Administration, Australian National Gallery, Canberra.

**DEPARTMENT OF INDUSTRY AND COMMERCE**

Mr Lawrence Graham STROUD, Acting First Assistant  
Secretary, Department of Industry and Commerce,  
Canberra.

Mr Tony John DYSON, Acting Director, Department of  
Industry and Commerce, Canberra.

**DEPARTMENT OF TRANSPORT**

Mr Bruce Charles WEEEDEN, First Assistant Secretary, Air  
Transport Policy Division, Department of Transport,  
Canberra.

Mr Nelson Alex WASLIN, First Assistant Secretary, Roads  
Division, Department of Transport, Canberra.

Mr Jack William Edward HUGGETT, Senior Assistant  
Secretary, Airport Planning and Development,  
Department of Transport, Canberra.

Mr John Hornby ROWLAND, First Assistant Secretary,  
International Policy Division, Department of  
Transport, Canberra.

Mr David Thomas Armitage LANGFORD, Director, Rail  
Branch, Department of Transport, Canberra.

Mr James Herbert HARPER, Acting Deputy Director, (Air  
Operations), Department of Transport, Canberra.

Mr Garth Lawrence MANSFIELD, Assistant Secretary,  
Strategic Planning and Resource Allocation Division,  
Department of Transport, Canberra.

Mr William Patrick EGAN, Assistant Director, Systems and  
Information, Bureau of Transport Economics, Canberra.

#### GOULBURN CITY COUNCIL

Alderman Arthur John ELLIOTT, Mayor, Goulburn City Council, Auburn Street, Goulburn, New South Wales.

Mr Maxwell Herbert READER, President, Southern Tablelands Tourist Association, Reynolds Street, Goulburn, New South Wales.

Alderman John Lawrence POLLARD, President, Goulburn Chamber of Commerce, P.O. Box 159, Goulburn, New South Wales.

Alderman Kevin THOMPSON, Director, Southern Tablelands Tourist Association, Reynolds Street, Goulburn, New South Wales.

Mr Kenneth Eric BROWN, Town Clerk, Goulburn City Council, Auburn Street, Goulburn, New South Wales.

#### JOINT HOUSE DEPARTMENT

Mr Ronald Lewis BURRELL, Chief Executive Officer, Joint House Department, Parliament House, Canberra, Australian Capital Territory.

#### MERIMBULA AREA PROMOTION COMMITTEE

Mr Ronald Newton RIDE, President, Merimbula Area Promotion Committee, P.O. Box 91, Merimbula, New South Wales.

#### PROFESSOR D.J. MULVANEY

Professor Derek John MULVANEY, Professor of Prehistory and Anthropology, School of General Studies, Australian National University, Canberra, Australian Capital Territory.

#### MASTER BUILDERS' ASSOCIATION A.C.T.

Mr Peter Michael BERENTS, Assistant Executive Director, Master Builders' Association A.C.T., Construction House, Canberra.

Mr James Geoffrey COOK, Councillor, Master Builders' Association A.C.T., Construction House, Canberra.

MR Donald Ross MUNRO, PRIVATE CITIZEN, 56 EBDEN STREET, AINSLIE.

#### NATIONAL CAPITAL DEVELOPMENT COMMISSION

Mr Ronald Ernest JACKSON, Acting Secretary and Manager, National Capital Development Commission, Canberra.

Mr Raymond John PASCOE-WEBBE, Assistant Secretary, Urban Economics Branch, National Capital Development Commission, Canberra.

#### NEW SOUTH WALES STATE GOVERNMENT

Mr Donald Charles de la Poer BERESFORD, Director, New South Wales Department of Tourism, 140 Phillip Street, Sydney, New South Wales.

Mr Ludwig George RIEDER, Manager, Policy and Planning, New South Wales Department of Tourism, 140 Phillip Street, Sydney, New South Wales.

#### QANTAS AIRWAYS LIMITED

Mr John Scott ROWE, Regional Director, Australia, Qantas Airways, 70 Hunter Street, Sydney, New South Wales.

#### QUEANBEYAN AND DISTRICT WATER SKI CLUB

Mr James Barry McINNES, President, Queanbeyan and District Water Ski Club, 124 Munro Road, Queanbeyan, New South Wales.

Mr Gregory Francis TOONE, Treasurer, Queanbeyan and District Water Ski Club, 124 Munro Road, Queanbeyan, New South Wales.

#### QUEANBEYAN CHAMBER OF COMMERCE

Mr Stanley Walter WILKES, President, Queanbeyan Chamber of Commerce, P.O. Box 290, Queanbeyan, New South Wales.

Mr Maurice O'CONNELL, Secretary, Queanbeyan Chamber of Commerce, P.O. Box 290, Queanbeyan, New South Wales.

Mr John Ross SNEDDEN, Vice-President, Queanbeyan Chamber of Commerce, P.O. Box 290, Queanbeyan, New South Wales.

#### QUEANBEYAN CITY COUNCIL

Mr Robert Bruce SMITH, Town Clerk, Queanbeyan City Council, Crawford Street, Queanbeyan, New South Wales.

Mr Conrad Jack REYNOLDS, Tourist and Information Officer, Queanbeyan City Council, Crawford Street, Queanbeyan, New South Wales.

**RESTAURANT INDUSTRY ASSOCIATION OF THE A.C.T.**

Mr Brian Joseph GLEESON, President, Restaurant Industry Association of the A.C.T., P.O. Box 364, Canberra City, Australian Capital Territory.

Mr Malcolm Stephen CARLIN, Vice-President, Restaurant Industry Association of the A.C.T., P.O. Box 364, Canberra City, Australian Capital Territory.

**SHIRE OF EUROBODALLA**

Mr Grahame Matthew VIDGEN, Shire President, Eurobodalla Shire, Moruya, New South Wales.

Mr Anthony Wilfred RATCLIFFE, Deputy Shire Clerk, Eurobodalla Shire, Moruya, New South Wales.

Mr Barry LAKE, Chairman, Eurobodalla Shire Tourism Promotion Council, Moruya, New South Wales.

**SHIRE OF TUMUT, YARROWLUMLA AND GOODRADIGBEE**

Mr Howard Talbot WELLHAM, President, Tumut Shire Council.

Mr Kevin James HEDLEY, Shire Clerk, Tumut Shire Council.

Mr Douglas John EMANUEL, Deputy Shire Clerk, Tumut Shire Council.

Mr David Hugh LANE, Tourist Promotion Officer, Tumut Shire Council.

**SOUTH EASTERN REGION TOURISM PROMOTION COMMITTEE**

Mr Peter Hugh CARRUTH, Chairman, South Eastern Region Tourism Promotion Committee, P.O. Box 630, Cooma, New South Wales.

**SOUTHERN PACIFIC HOTEL CORPORATION**

Mr Roger Gaved KIRBY, Managing Director, Southern Pacific Hotel Corporation, Rushcutter Travelodge, Sydney, New South Wales.

**TOURIST INDUSTRY ASSOCIATION OF THE A.C.T.**

Mr Laurence Reginald KILLEEN, Chairman, Tourist Industry Association of the A.C.T., P.O. Box 66, Manuka, Australian Capital Territory.

Mr Alan Robert MARR, Councillor, Tourist Industry Association of the A.C.T., P.O. Box 66, Manuka, Australian Capital Territory.

Mr David Roger GORMAN, Councillor, Tourist Industry Association of the A.C.T., P.O. Box 66, Manuka, Australian Capital Territory.

Ms Karen O'CLERY, Secretary, Tourist Industry Association of the A.C.T., P.O. Box 66, Manuka, Australian Capital Territory.

**TRANS-AUSTRALIA AIRLINES**

Mr Bryan Ricardo PALMER, Manager Victoria, Trans-Australia Airlines, 50 Franklin Street, Melbourne, Victoria.

Mr Denis Francis ADAMS, Market Planning Manager, Trans-Australia Airlines, 50 Franklin Street, Melbourne, Victoria.

Mr Walter Rinaldo MARIANI, Assistant Manager, Australian Capital Territory, Trans-Australia Airlines, 50 Franklin Street, Melbourne, Victoria.

**TUMUT CHAMBER OF COMMERCE AND INDUSTRY**

Mr Graham PHEASANT, Jeweller, President, Tumut Chamber of Commerce and Industry, Glenroy Park, Gilmore, New South Wales.

Mr Grayham James THOMSON, Restaurateur, Vice-President, Tumut Chamber of Commerce and Industry; Chairman, Industry and Tourist Promotions Sub-Committee, 'Willow Bend', Gilmore, New South Wales.

**YOUTH HOSTELS ASSOCIATION OF NEW SOUTH WALES**

Mr Peter SHERMAN, Chairman, Monaro Region, Youth Hostels Association of New South Wales, Griffin Centre, Bunda Street, Canberra, Australian Capital Territory.

Mr George BANNISTER, Hostel Warden, Youth Hostels Association of New South Wales, 355 Kent Street, Sydney, New South Wales.

APPENDIX II

Persons and organisations who made submissions but did not appear at public hearings:

A.C.T. Racing Club Inc.

Mr J.M. Barrett

Professor A.J. Birch, Australian National University.

Black Mountain Cable Car

Crafts Council of the A.C.T. Inc.

Department of Health

Ms Z. Doon

Gloucester Public Golf Course

Goldenholm, Fyshwick

Mr N. Harbrecht

Mr G. Holbrook

Mr R.G. Jose,

Kel Nagle, Cooper and Associates

Mr C.F. King

Mr A.J. Mackenzie-Clay

Mr J. Marks

A.R. Marr Pty. Ltd.

Dr A.J. Mortlock

Municipality of Yass

The National Library

Mrs M.V. O'Hamilton

Dr A.Z. Olah

Mr F. Peniguel

Mr A. Petersilka

Mr D. Powell

Mr N. Prendergast.

Mr E.A. Robson

Rob Tonge and Associates

Sea Life Diving Co. Pty Ltd

Shire of Bombala

Shire of Goodradigbee

Shire of Shoalhaven  
Shire of Snowy River  
Tabor Air Hire Services  
Taylor Consultants Pty. Ltd.  
Telecom Australia  
Ms G. Watt  
Mr J. Wood; Canberra College of Advanced Education

APPENDIX III

INSPECTIONS UNDERTAKEN BY THE COMMITTEE

15 August 1979	Offices of the Australian Tourist Commission, Melbourne.
7 September 1979	Offices of the Northern Territory Tourist Board, Darwin.  The Don Casino, Darwin
21 September 1979	Offices of the A.C.T. Government Tourist Bureau, Sydney.
2 October 1979	Queanbeyan Leagues Club, Queanbeyan.
2 October 1979	Canberra - Moruya Road.
3 October 1979	Eurobodalla Shire, Moruya.
29 October 1979	Goulburn Tourist Information Office and District.
30 October 1979	Tumut and District including the Blowering Dam.
30 October 1979	Canberra - Tumut Road.
2 November 1979	Wrest Point Casino, Hobart
3 November 1979	Port Arthur, Tasmania
28 November 1979	Day tour of Canberra including visits to Regatta Point, Institute of Anatomy, Australian War Memorial, National Botanic Gardens and Burbong Station.
10 March 1980	Half-day tour of Canberra including visits to Farrer's grave, Lambrigg, Tharwa, Lanyon, Cockington Green and the Old Canberra Inn.