

ACHIEVEMENT by PARTNERSHIPS

Tourism Collaboration
Intergovernmental Arrangement



Australian Government



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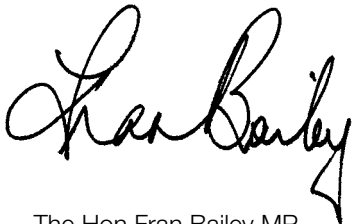
MESSAGE FROM THE MINISTER

The development of the Tourism Collaboration Intergovernmental Arrangement was a key initiative of the Australian Government's Tourism White Paper, released in November 2003.

The Intergovernmental Arrangement provides a framework for cooperation and collaboration between Australian governments. It is a practical, working document that will achieve concrete outcomes for the Australian tourism industry. This new Intergovernmental Arrangement replaces an understanding signed by Tourism Ministers in 1987.

The Intergovernmental Arrangement is an important step in harmonising the efforts of Australian governments to better grow Australia's tourism industry. The Australian Government is keen to ensure that all levels of government in Australia work collaboratively to place Australia as the destination of choice, both for international visitors and domestically.

I encourage governments to actively seek opportunities for collaboration using the Intergovernmental Arrangement as a basis.

A handwritten signature in black ink, reading "Fran Bailey". The signature is written in a cursive, flowing style with a prominent loop at the end of the last name.

The Hon Fran Bailey MP
Minister for Small Business and Tourism

1. PARTIES

1.1 AN ARRANGEMENT made between:

The Commonwealth of Australia represented by the Minister for Tourism;

The State of New South Wales represented by the Minister for Tourism;

The State of Victoria represented by the Minister for Tourism;

The State of Queensland represented by the Minister for Tourism;

The State of Western Australia represented by the Minister for Tourism;

The State of South Australia represented by the Minister for Tourism;

The State of Tasmania represented by the Minister for Tourism;

The Australian Capital Territory represented by the Minister for Tourism; and

The Northern Territory of Australia represented by the Minister for Tourism.

2.2 New Parties may sign on to this Arrangement with the approval of all the above original Parties.

3.3 Such new Parties must have the consent of the original Parties to sign on, but after doing so will have equal status to the original Parties.

2. INTRODUCTION

1.1 All governments in Australia recognise that while the tourism industry is ultimately responsible for its own development, government support is also critically important to address market failure and the impact of external shocks. As a consequence, there is a need for more effective collaboration and coordination between governments to help the industry meet such challenges. The tourism industry is a labour intensive industry and an important employer in regional Australia.

1.2 The Australian Government's *Tourism White Paper: A Medium to Long Term Strategy for Tourism* included a commitment to develop a new Intergovernmental Arrangement between the Australian, State and Territory governments.

1.3 This new Arrangement replaces the previous Understanding on Government Objectives and Responsibilities in Tourism developed by the Tourism Ministers' Council in 1987. It sets out principles and processes for cooperation between the Commonwealth, States and Territories (including through the TMC and ASCOT) to develop the tourism industry throughout Australia.

1.4 Bearing in mind the constitutions of the Commonwealth of Australia and of the States, the Parties agree that they will work toward a national approach so as to:

- a) provide economic, environmental and social benefits through the development and promotion of tourism;

- b) co-operate with other governments in undertaking their respective functions for the development and promotion of tourism;
- c) market Australia, or regions or locations within Australia, as tourist destinations in the international marketplace;
- d) build an environment in which the tourism industry can sustainably develop and grow; and
- e) increase awareness, knowledge of, and desire to travel to and throughout Australia, its regions and localities.

3. LEGAL STATUS

- 3.1 This Arrangement between parties is not legally binding in any way and does not give rise to legal rights or obligations.

4. DEFINITIONS & INTERPRETATIONS

- 4.1 In this Arrangement, except where a contrary intention appears:

'Agencies' means the following (including any successor bodies):

- the Australian Government's Department of Industry, Tourism and Resources;
- *Tourism Australia*, including *See Australia*, *Tourism Research Australia* and *Tourism Events Australia*;
- New South Wales Department of Tourism, Sport and Recreation;
- Tourism Victoria;
- Tourism Queensland;
- Tourism Western Australia;
- South Australian Tourism Commission;
- Tourism Tasmania;
- Australian Capital Tourism; and
- Northern Territory Tourist Commission.

'Arrangement' means this Intergovernmental Arrangement on Tourism.

'ASCOT' means the Australian Standing Committee on Tourism.

'Bilateral agreement' means any express agreement reached between two governments; this may be through informal means, such as agreed minutes or exchange of letters, or more formal, such as bilateral intergovernmental memoranda of understanding.

'Collaboration and cooperation' means the Parties and Agencies working together in partnership to align the deployment of resources, exchange information and/or to harmonise administrative structures to achieve demonstrable improvements or benefits for sustainable growth of the tourism industry.

‘Consultation’ means the Parties or Agencies using their best endeavours to actively and in a timely manner seek and give considered advice to each other on their respective views, and to reach mutually agreeable outcomes in the spirit of this Arrangement.

‘Cost shifting’ means where one of the Parties or Agencies reduces or removes funding support for a program or activity that is demonstrably their responsibility to fund (in whole or part) in circumstances where one or more of the other Parties or Agencies would be forced to step in to meet these costs. Cost shifting does not occur when a Party or Agency voluntarily extends its activities beyond its current responsibilities, particularly where adequately provided by another agency or Party.

‘Engagement’ means substantive interaction between Agencies that has actual or potential implications for policy or for the conduct of relationships between Agencies, including with regional tourism agencies.

‘Leveraging’ means collaboration between Agencies, and between Agencies and third parties, in their management of activities to achieve more effective and efficient use of resources.

‘National research effort’ means work of Tourism Research Australia which is jointly funded by the Australian Government and all State/Territory governments, or other research which is agreed by all governments to be of national priority.

‘RTO’ means regional tourism organisation.

‘TMC’ means the Tourism Ministers’ Council.

5. OBJECTIVES

5.1 The main purpose of this Arrangement is to identify how and where the Parties can work in partnership so as to:

- a) provide a framework for intergovernmental collaboration in key areas that increase the contribution of tourism to Australia’s economy, environment and society, while maintaining respect for the organisational imperatives of the Parties to this Arrangement;
- b) help clarify how and through what mechanisms the Agencies will collaborate in areas of shared interest and responsibility;
- c) develop long-term commitment by governments to provide the industry with a more stable environment that facilitates growth;
- d) reduce duplication to maximise the resources available to create a conducive environment for the industry to grow and develop; and
- e) identify further means and opportunities for productive collaboration, such as by developing bilateral agreements on specific issues.

6. ROLES AND FUNCTIONS

TOURISM MINISTERS' COUNCIL (TMC)

- 6.1 The TMC was established in 1959. It serves as a forum for consultation and policy coordination between members on tourism matters. Full members include Ministers responsible for Tourism from the Australian Government, all Australian States and Territories, and New Zealand. Norfolk Island and Papua New Guinea have observer status.

The TMC works cooperatively with other Ministerial Councils on cross-portfolio issues and where appropriate refers matters of cross-portfolio interest to the Council of Australian Governments.

AUSTRALIAN STANDING COMMITTEE ON TOURISM (ASCOT)

- 6.2 ASCOT was established in 1976 as a standing committee of officials responsible to the Tourism Ministers' Council. ASCOT is responsible to the TMC. Its main objective is to improve cooperation and coordination in government policies and activities as they affect tourism.

The functions of ASCOT are to:

- develop, coordinate and consider tourism policies;
- provide advice and recommendations to the TMC; and
- resolve non-contentious issues which otherwise may require the attention of the TMC.

ASCOT comprises representation from: the Australian Government, including Tourism Australia and the Department of Industry, Tourism and Resources, all Australian States and Territories, and New Zealand. Norfolk Island and Papua New Guinea have observer status.

AUSTRALIAN GOVERNMENT

- 6.3 The Department of Industry, Tourism and Resources (DITR) is responsible for developing and implementing Australian Government policy relating to the tourism sector; it seeks to contribute to the development of a stronger, sustainable and more internationally competitive Australian tourism industry, including by delivering Australian Government programs for the industry.

The role and functions of *Tourism Australia* are to:

- influence people from overseas to travel to and about Australia;
- influence Australian residents to undertake domestic holidays throughout Australia;
- foster a sustainable tourism industry and to help increase the economic benefits from tourism;
- conduct research into, analyse, and report on trends in international and domestic travel; and
- communicate effectively with the Australian tourism industry and increase awareness throughout Australia of the contribution tourism makes to Australia's economy, society and environment.

STATE AND TERRITORY TOURISM AGENCIES

6.4 The role and functions of the State and Territory Agencies are to:

- undertake strategic planning to foster the sustainable development and growth of robust tourism industries in their respective jurisdictions, recognising that State and Territory Agencies have primary responsibility for domestic promotion and development;
- influence people both overseas and within Australia to travel to and throughout their respective jurisdictions;
- conduct research into, analyse, and report on trends in international and domestic travel as it relates to each jurisdiction;
- communicate effectively with the tourism industry and increase awareness of the contribution tourism makes to each jurisdiction's economy, society and environment;
- advise their respective Ministers and governments on matters relating to tourism; and
- increase the economic benefit from tourism to their jurisdictions.

7. PRINCIPLES & PROCESSES FOR COLLABORATION AND COOPERATION

7.1 The Parties agree that in working together in a spirit of partnership and cooperation to deliver policies, programs and services for a more sustainable and competitive tourism industry, they will take account of the following principles:

- a) consult with each other on matters of shared interest and benefit;
- b) minimise duplication;
- c) align and mutually reinforce tourism promotional messages where appropriate;
- d) explore opportunities for collaborative funding;
- e) strengthen existing collaborative arrangements;
- f) avoid cost shifting; and
- g) recognise and respect the roles of tourism agencies in all jurisdictions, including their relationships with key stakeholders.

7.2 The Parties and Agencies agree that they may use ASCOT as a forum to consult on, negotiate and develop recommendations to the TMC on collaborative initiatives which they wish to pursue. This will draw on the principles and areas identified in this Arrangement, which is not intended to limit collaboration conducted outside ASCOT and the TMC. ASCOT will consider priority areas for collaboration and cooperation, timeframes for completion, liaison with relevant non-tourism agencies, monitoring of implementation and evaluation of results.

7.3 In developing collaborative activities, the Parties and Agencies agree to typically follow a series of steps as follows, subject to Cabinet confidentiality:

- a) notification of intention or initiative – including aims and objectives, resource allocations and details of timing;
- b) consultation and collaboration – including, but not limited to, discussions in ASCOT and the TMC and will take account each jurisdictions’ operating imperatives;
- c) implementation – this may include drawing on agreed resource allocations and development of funding agreements;
- d) review and evaluation – to assess the success of an activity so as to draw lessons for the future, including by reporting on results to ASCOT and the TMC.

SPECIFIC AREAS WHERE THE PARTIES AND THE AGENCIES AGREE TO COLLABORATE AND COOPERATE

- 7.4
- a) Implementation of plans, strategies, specific initiatives and programs
 - Implementation of Australian Government tourism plans, strategies, specific initiatives and programs as identified in this Arrangement.
 - Implementation of State and Territory government tourism plans, strategies, specific initiatives and programs as identified in this Arrangement.
 - Actively support the maintenance and implementation of the National Tourism Incident Response Plan.
 - b) Market intelligence and distribution of related information
 - The Agencies agree to continue to share market intelligence and other information of mutual benefit.
 - c) Domestic tourism
 - State and Territory Agencies will have prime carriage of destination-specific marketing.
 - *Tourism Australia* will focus on generic domestic marketing, including addressing barriers to the taking of domestic holidays.
 - *Tourism Australia* will consult with State and Territory Agencies in the development and implementation of its generic domestic marketing activities and campaigns.
 - d) International promotion
 - *Tourism Australia* will have prime carriage of international promotion, but will maintain strategic partnerships with State and Territory Agencies.
 - State and Territory Governments have prime carriage of destination-specific international marketing and will undertake this marketing in a way strategically aligned with *Tourism Australia*’s international promotional effort.
 - e) Events
 - *Tourism Australia* will pursue the generic promotion of Australia as a business and events destination, but will not bid for major international events itself. It will act as a facilitator, where appropriate, to assist State and Territory government bids for major international events.

- f) Regional tourism
 - State and Territory governments will be primarily responsible for regional tourism, and will work cooperatively to improve marketing, market development and supply in regional Australia that facilitates industry growth, including promotions and market research where tourist regions and experiences cross State and Territory borders.
 - The Australian Government also has a keen interest in regional Australia, and will continue to support regional development and regional dispersion of tourism through programs such as the Australian Tourism Development Program. It will also consult with State and Territory Agencies prior to substantive engagement with regional and local tourism organisations.
 - In order to make best use of the regional tourism programs they administer, the Parties agree to encourage leveraging between programs managed by different levels of government, with this to be guided by State, Territory and Regional Tourism Plans.
- g) Indigenous tourism
 - The Parties agree to recognise that Indigenous tourism in Australia has the potential to provide a unique competitive advantage which clearly differentiates the Australian tourism experience from others around the world.
 - The Parties agree to work in collaboration with Indigenous Australians to promote the development of tourism in a manner that supports their economic independence and culture.
- h) Tourism and conservation
 - The Parties agree to collaborate and cooperate to build stronger partnerships between the tourism industry, protected area managers and other land managers in order to improve visitation opportunities that are managed in an environmentally and economically sustainable way.
 - The Parties agree to jointly identify barriers to private sector investment and involvement in protected areas.
 - The Parties agree to encourage partnerships that improve the sustainability of natural and cultural heritage tourism.
 - The Parties agree to encourage practical opportunities to improve the protection and presentation of Australia's unique natural and cultural heritage places.
- i) Industry quality
 - The Agencies agree to work closely with the tourism industry in the development and implementation of a voluntary national tourism accreditation framework.
- j) Research and statistics
 - The Agencies agree to work collaboratively and cooperatively on national tourism research issues and continually modify the gathering and timely dissemination of research and data to governments and the industry to ensure that information is provided on a reliable basis and with confidence limits that are equitable across jurisdictions.

- The Agencies agree to be mindful and considerate of the information requirements of all partner Agencies, and to minimise the compliance costs data collection imposes on industry.
 - The Agencies agree to be responsive to the evolving information needs of the tourism industry.
- k) Infrastructure
- Tourism Signage*
- The Parties agree to collaborate and cooperate on nationally-consistent tourism signage.
- l) Transport
- The Parties agree to collaborate and cooperate to advocate the maintenance of a policy and regulatory framework that stimulates demand and growth, while ensuring competitive market access and a sustainable and safe aviation sector.
 - The Parties agree to make a collaborative effort to facilitate improved air access for key tourism destinations in rural and remote Australia.
 - The Parties agree to collaborate and cooperate to advocate the integration of transport infrastructure across different modes to assist tourist flows, particularly the development of efficient intermodal links between ports, roads, rail terminals and airports.

8. TERMINATION OF PREVIOUS UNDERSTANDING

- 8.1 This Arrangement will come into effect immediately upon the second signature received by a Party to the Arrangement, and supersedes the 1987 Understanding on Government Objectives and Responsibilities in Tourism reached at the TMC meeting of 21 August 1987.

9. EXECUTION AND OPERATION OF ARRANGEMENT

- 9.1 This Arrangement will expire on 30 July 2014 or upon earlier termination by the Parties to the Arrangement.
- 9.2 This Arrangement may be reviewed prior to its scheduled expiration date and amended in accordance with clause 9.3.
- 9.3 This Arrangement may only be amended with the unanimous agreement of the Parties.
- 9.4 The Parties agree that bilateral agreements on specific issues based on the principles of this Arrangement will be tabled at ASCOT meetings.

10. DISPUTE RESOLUTION

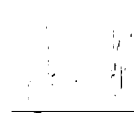
- 10.1 The Parties agree to resolve any differences in the interpretation or operation of this Arrangement through informal discussion, including discussion at ASCOT. The Parties will take all reasonable measures to resolve such differences in a spirit of constructive criticism.

SIGNED BY:

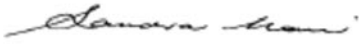
The Hon Joe Hockey MP
Minister for Small Business and Tourism
(Australian Government)



The Hon Dr Jane Lomax-Smith
Minister for Tourism
(South Australia)




The Hon Sandra Nori MP
Minister for Tourism and Sport and Recreation
(New South Wales)



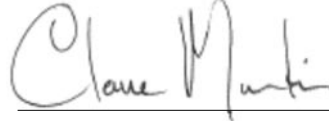
The Hon Ken Bacon MHA
Minister for Tourism, Parks and Heritage
(Tasmania)



The Hon John Pandazopolous MP
Minister for Tourism
(Victoria)



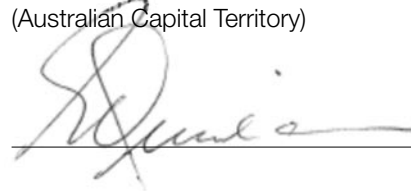
The Hon Clare Martin MLA
Chief Minister and Minister for Tourism
(Northern Territory)



The Hon Margaret Keech MP
Minister for Tourism, Fair Trading and Wine
Industry Development
(Queensland)



The Hon Ted Quinlan MLA
Deputy Chief Minister and Minister for Economic
Development, Business and Tourism
(Australian Capital Territory)



Date:

The Hon Bob Kucera APM JP MLA
Minister for Tourism; Small Business; Sport and
Recreation; Peel and the South West
(Western Australia)