

**STANDING COMMITTEE ON TOURISM AND ACT PROMOTION**

**REPORT ON**

**AN INTERNATIONAL AIRPORT IN THE ACT**

**JUNE 1994**

## **Committee Members**

Mr L Westende (Chair)

Mr W Berry (appointed 19 April 1994)

Mr D Lamont (discharged 19 April 1994)

Ms H Szuty

## **Secretary**

Bill Symington

Tel 2070199

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## **TERMS OF REFERENCE**

On 6 September 1993 the committee resolved to inquire into and report by the last sitting day in June 1994 on all steps necessary for the ACT Government to create an international airport for the ACT based on:-

1. the economic and social benefit to Canberra and the south-east region in terms of tourism traffic, tourism expenditures, airfreight and infrastructure development which would derive from upgrading the existing Canberra Airport to international status;
2. the extent to which international airlines could be expected to patronise an international airport in the ACT;
3. the measures necessary to ensure the viability of Canberra Airport as an international airport and the steps necessary to achieve this objective; and
4. any related matters which may arise.

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## 1. INTRODUCTION

1.1 There are seven major designated international airports in Australia. Canberra airport, the national capital airport, is not one of them. However, international airports service each of the State capitals except Hobart and include Darwin and Cairns. There are eight restricted use international airports where Customs barrier controls are provided on a limited basis. Canberra is not one of them, but they do include Townsville, Broome and Hobart. Several other airports are designated to handle international traffic on an as needs basis, and most Australian airports, including Canberra, which handle scheduled regular public transport (RPT) can handle international charter flights by arrangement.

1.2 Canberra was the seventh busiest Australian airport in 1991-92 in terms of passenger movements. It is notable that Canberra is one of the very few world capitals not accessible by scheduled direct international flights.

1.3 The committee's report on ACT and Region Tourism<sup>1</sup> drew attention to the significant tourism appeal of Canberra and the region in terms of its cultural life, arts and festivals, sporting events, environmental attractions and the year scope for visitors to surf and ski. Despite this, with some 200,000 international visitors to Canberra in the past year, the ACT attracted only around 7.5 per cent of Australia's 3 million overseas visitors. This percentage has remained relatively constant in recent years.

1.4 The international tourism market is expected to grow by 11 per cent for the remainder of this decade, a figure estimated by the Australian Tourism Industry Association in 1993 and before the year 2000 Olympic Games were awarded to Sydney<sup>2</sup>. Most international visitors to the region arrive at Sydney or Melbourne. Apart from the inconvenience this causes intending visitors to Canberra, it is a disincentive for those who would otherwise be disposed to visit the region. In a previous inquiry, the committee was advised that one of the weaknesses of Canberra as a convention destination is that there are no direct scheduled international air services which add to the cost of access from overseas<sup>3</sup>.

1.5 On current trends Canberra and the region are unlikely to have any reasonable opportunity to realise full economic potential if Canberra airport as the major passenger gateway to the region is not fully developed. Such development would allow for maximisation of the tourism advantages which Canberra and the region enjoy over other areas of Australia. Without an international airport there will continue to be a substantial leakage in the numbers of international visitors who could be reaching Canberra and the region.

1.6 Clearly, the growth of tourism can be expected to stimulate other economic activity and developments in Canberra and the region and this in turn will have spin-off benefits leading to increased demand for air passenger and airfreight services, activity which would add further to the economic viability of the Canberra airport.

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<sup>1</sup>ACT and Region Tourism, June 1993, Standing Committee on Tourism and ACT Promotion,

<sup>2</sup>ibid, p25

<sup>3</sup>ibid, p15

## Scope of the Inquiry

1.7 The committee has undertaken extensive discussions in this matter and consulted widely. Submissions were invited from the public and others were sought. Two public hearings were held at which evidence was taken from representatives of the ACT Government, economic, tourism and airport development consultants engaged by the Government, the major Australian airlines, the National Capital Planning Authority, regional government and business organisations, and ACT business and tourism interests. Details of submissions received and witnesses at the public hearings are at attachments 1 and 2.

1.8 With the agreement of the Federal Government, the committee held discussions with the Australian Customs Service (ACS) and inspected ACS passenger barrier controls at Sydney and Cairns. The committee met with the management of the Sydney and Cairns international airports and inspected all aspects of passenger facilitation and handling at these airports. The committee inspected the Canberra airport control tower and associated air traffic control arrangements. Discussions were also held with the Inbound Tourism Operators Organisation, the Chief Minister's Airport Task Force and later with the Chief Minister. ||

1.9 The committee takes this opportunity to thank the many people who offered advice and comment on the matters under inquiry. The committee invited open and frank discussion of the issues and was not disappointed in this regard. While there was little disagreement about the economic and social benefit to be derived from the establishment of an international Canberra airport, there were clear differences about the timing of such an upgrade and the viability of an international airport in the shorter term. These differences are discussed in the report.

1.10 It is appropriate that the committee acknowledge the efforts of former committee member Mr David Lamont MLA who has been a strong and persuasive advocate for the upgrading of Canberra airport to international status. | re-look

1.11 Late in the committee's proceedings, the Federal Government's Working Nation - White Paper on Employment and Growth released on 4 May 1994 announced the Government's intention to dispose of the assets of the Federal Airports Corporation (FAC). The likely sale of the Canberra airport added a new dimension to the inquiry such that the committee views this as providing a viable alternative to the possible acquisition of the airport by the ACT Government. In other words, the committee notes that, should it be offered for sale, the airport is likely to be an attractive business for a private company or group of companies which could negotiate with the airlines to develop an international airport facility. ||

## **2. AIRPORT CONTROL, CAPACITY, OPERATIONS AND RELATED ISSUES**

**2.1** Canberra airport incorporates the RAAF Base Fairbairn and is therefore a shared civil aviation and military airport. The aerodrome is leased to the Department of Defence which controls the eastern part of the airport and the runway system. The FAC controls the remainder of the airport including the terminal building and the south western part of the site located between the runways and Pialligo Avenue.

**2.2** The main runway of some 2,700 metres can handle wide-body aircraft up to B767 standard and, when necessary, A300 aircraft. On occasion the airport has accommodated B747 aircraft but there are technical limitations on the airport in handling aircraft of this size on a regular basis. The RPT aircraft parking apron has nine parking positions. Aircraft up to B767 and A300 size can be parked on this apron. There is substantial capacity to hold light aircraft and helicopters.

**2.3** Subject to weather conditions, Canberra airport is operational for 24 hours per day. The current absence of a curfew is a benefit when considering the airport's attractiveness to international operators. This comes about primarily because the airport is surrounded by pastoral holdings, market gardens, plant nurseries and softwood plantations. However, the committee is cognisant that any significant increase in traffic at any time during the days or nights could create a noise problem for those residents of Canberra and Queanbeyan who are beneath aircraft flight paths. This matter is covered later in this report in connection with environmental issues.

### **Domestic Terminal Facilities**

**2.4** The domestic terminal is jointly operated by the FAC, Ansett and Qantas. Both Ansett and Qantas have leases to 2010 with additional 10 year options. The terminal comprises a departure lounge maintained by the FAC, passenger terminals for Ansett Australia and Qantas, concession areas providing bistro and gift shop services on the ground floor and a public bar in the departure lounge. In addition there are desks for car rental agencies and Commonwealth vehicle bookings, offices for the FAC and an international currency exchange booth. There are no permanent Customs barrier control facilities at the airport.

**2.5** Upgrading of the terminal building was completed in 1988 and the airport now handles some 1.4 million passengers a year. Ansett and Qantas have constructed major extensions to their terminals since 1988 including air bridges.

**2.6** Adjacent to the domestic terminal are vehicle set down areas, short and long term public car parks, reserved areas for taxis, hire cars, buses and Commonwealth cars and a depot for rental vehicles at a former service station which is also on the site.

**2.7** The present layout of the terminal building with Qantas at the western end and Ansett at the eastern end severely constrains future Ansett development as no further terminal expansion is possible to the east due to the proximity of taxiway B. The main terminal building has a clearance to taxiway B adequate for B747 operations. Future demolition of the Ansett maintenance building east of the terminal is planned when aircraft operations demand.<sup>4</sup>

### **Aircraft Servicing and Freight**

**2.8** General aviation activities are carried out by some seven companies. In 1990 general aviation activity totalled more than 79,000 aircraft movements and by the year 2000 are forecast to be 133,000, and it is expected that additional runway capacity will be required by then to cater mainly for the increase in general aviation aircraft movements.<sup>5</sup>

**2.9** Refuelling facilities for all types of aircraft are operated by Mobil, Caltex, BP and Shell. There is a flight catering facility.

**2.10** The Civil Aviation Authority maintains all flight operations equipment and associated ground staff facilities and provides air traffic control a rescue and fire fighting service (RFFS), airspace management, navigational aids and regulatory services capable of use by international operators at Canberra. The committee was advised that a change from domestic to international status would require a change in the level of RFFS provided if larger aircraft in significant numbers commenced operating into the airport. For example, a minimum of 700 movements of B767 size aircraft in a three month period would require an upgrade in the level of RFFS provided.<sup>6</sup>

**2.11** Domestic airfreight consists of two freight depots operated by Ansett Airlines and Qantas. Airfreight is presently confined to mostly perishables, mail and newspapers. In late 1991 it was estimated that inbound airfreight of about 3,000 tonnes accounted for less than 0.25 per cent of the freight entering the ACT. A further 2,000 tonnes was uplifted. Both major airlines operate Customs bonded areas as part of each freight depot, with Customs inspections and clearance arranged by consignees.<sup>7</sup>

**2.12** Sydney is neither the source nor the destination of much airfreight for Canberra because of competition by road hauliers. Melbourne, Adelaide and Brisbane feature more frequently as an air freight origin or destination for Canberra. About a third of the small volume of international freight consists of diplomatic material.<sup>8</sup> The committee discusses international airfreight issues later in chapter 9.

### **Regional Access**

**2.13** The airport is within eight kilometres of the central business districts of Canberra and Queanbeyan. Canberra airport is also the only trunk airport for interstate flights for the whole of south eastern NSW with a population well in excess of 650,000. Over half of this population is located within 40 minutes drive of the airport. The area concerned includes such regional centres

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<sup>4</sup> Airplan 19 April 1994, *Canberra Airport International Facility, An Issues Paper*, p27

<sup>5</sup> G E Shaw & Associates Pty Ltd, *Canberra Airport (RAAF Base Fairbairn), Development Plan*, October 1991, p4.2 and p4.9

<sup>6</sup> Submission no12

<sup>7</sup> G E Shaw & Associates Pty Ltd, *op cit*, p2.9

<sup>8</sup> *ibid*, p2.9



as Goulburn, Yass, Wagga Wagga, Cootamundra, Albury, Merimbula, Moruya, Temora, Young, Eden, Cooma, Bateman's Bay and Nowra. The significance of this area and the population in terms of the potential for extending international airline services to Canberra airport is obvious.

### **Planning, Design and Development of the Airport Site**

**2.14** The National Capital Plan specifies detailed conditions for development of the airport. These conditions include a requirement that buildings must show an appropriate quality of architectural design consistent with their location. The Plan also provides for the preparation of a Master Plan which may be prepared by or on behalf of the FAC. The National Capital Planning Authority (NCPA)<sup>9</sup> advised the committee that the FAC has decided for the time being not to proceed with completion of an overall airport Master Plan, focussing instead on proposals for new airport access, service station and car parking structure. The overall Plan includes the development of a business park, freight facilities, hotel and offices.

**2.15** Primacy of the Master Plan was emphasised by the ACT Government which advised the committee that the future planning of the airport will require an integrated approach from all parties including the broader community and that in the context of uncertainty about the future ownership of the airport and development of other transport modes, and for the justification of capital expenditure, development needs to be considered within the overall Plan for the airport. The Government advised that such an approach provides flexibility to meet changing circumstances including, for example, the advent of a high speed train service between Canberra and Sydney which would have major implications for air traffic between the two cities.<sup>10</sup>

**2.16** The NCPA advised that any extension to the airport boundaries would require amendment to the National Capital Plan, that public consultation would take place and that the Authority would need to be satisfied on the totality of issues and potential impacts. These would include the environmental impact and the opportunity cost of developable land.

**2.17** It was noted by the Government that the ACT Planning Authority also has a significant role as development of the airport would impact on local, metropolitan and regional factors external to the site including transport, land use, urban design and servicing. The Government put the view that there is considerable potential to capture opportunities to integrate the airport with the city by means of transport links and urban design to create a destination point that displays both the charisma and importance of the national capital.<sup>11</sup>

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<sup>9</sup> Submission no13

<sup>10</sup> Submission no19

<sup>11</sup> ibid

### **3. INTERNATIONAL AIRPORT DESIGNATION**

**3.1** The Air Navigation Act empowers the Federal Minister for Transport to designate an airport to be an international airport. The Act also requires that an aircraft arriving or departing from Australian territory shall land at or take off from an airport designated under the Act.

**3.2** Proposals for the designation of international airports are subject to close examination by the Federal Government. The Federal Government's interest is primarily to ensure that an adequate and appropriate Customs barrier, incorporating also immigration, health and quarantine, is available and that the not inconsiderable cost to the Federal Government of providing such border security can be justified in the longer term.

**3.3** The committee is fully conscious that in deciding to designate an international airport, the Federal Minister will take account of the long term interest in the airlines using the airport for international flights. In its approach to the inquiry, the committee has sought to establish whether there is a comprehensive economic case for designation taking account of the full costs and benefits.

**3.4** The committee has sought also to secure an indication from the two major Australian airlines of the extent to which they would use Canberra for international flights. Unfortunately, this poses something of a chicken and egg conundrum. While there is ample evidence to indicate that a significant international traffic market already exists in Canberra and the region, and that there is substantial capacity for growth in this market, the airlines are unable to make commitments to extend flights to Canberra away from the already congested Sydney airport in the absence of an established international facility in Canberra.

**3.5** International designation for Canberra airport would, given that the airport lease is held by the Federal Government through the Department of Defence and the FAC, be a matter for negotiation between the ACT and Federal Governments having regard to the factors outlined above. The ACT Government advised the committee it has been keen to explore the possibility of improving international visitors' access to Canberra by air, particularly as part of efforts to increase tourism's contribution to the economy. The Government advised that in addition to work undertaken by its agencies, it has made representations to Federal ministers on the development of an international facility and has commissioned the Airplan report which forms part of its submission to the committee.<sup>12</sup>

#### **Changed Policy Environment**

**3.6** Ansett Airlines advised the committee<sup>13</sup> that recent policy changes which allow Ansett to operate internationally and which have broken down the barrier between domestic and international airlines mean that international gateways will lose the significance they once had. Ansett advised that in the past, there was an unavoidable requirement for passengers flying to Canberra to change airlines at the gateway. This constituted a significant psychological barrier to travel between Canberra and overseas, particularly for tourists.

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<sup>12</sup> *ibid*

<sup>13</sup> Submission no6

**3.7** Both Ansett and Qantas have developed highly integrated commercial arrangements with foreign carriers or within their own airlines involving code sharing and baggage interlining to provide for a "seamless" movement of passengers and baggage between Canberra and the overseas destination. These are welcome initiatives but the committee observes that to some extent they make a virtue out of necessity and that they are an acknowledgment that Canberra and the region are being disadvantaged by the lack of direct international flights.

**3.8** As mentioned earlier in Chapter 1, the Federal Government announced recently in the Working Nation - White Paper on Employment and Growth that it will undertake a scoping study into the sale of all FAC airports, including Canberra, over the next four years. Sale of the airport would offer a significant opportunity for the ACT Government to consider acquisition either directly or jointly with a private company or consortium of companies, or for private interests to consider purchase of the airport. The committee was advised that the Government is examining the proposed sale of the airport in further detail.<sup>14</sup>

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<sup>14</sup> submission no19

#### **4. VIABLE INTERNATIONAL SERVICES**

**4.1** While Canberra airport remains without international status, it seems inevitable that the demand for international travel directly to and from the airport will remain at levels insufficient to justify the airlines including Canberra as a gateway to the eastern seaboard. At this stage, therefore, around 10 per cent of both Ansett and Qantas passengers travelling between Canberra and Sydney are international passengers.

**4.2** Again, the chicken and egg analogy arises. The airlines require viable thresholds for international services before they can consider the possibility of direct or non-stop international services. The establishment of an international airport in Canberra would begin to encourage substantially greater numbers of international visitors. However, this will not occur unless Canberra and the region is marketed as an attractive tourism destination. Ansett Airlines<sup>15</sup> put the view that three factors will be important in achieving this outcome viz:

- promoting Canberra and the region as a destination through marketing its unique political, historical and natural attributes while bearing in mind that the worldwide destination market is competitive
- effective packaging of Canberra either on a stand alone basis or in conjunction with other destinations with which airlines would be very willing to be involved
- streamlining and simplification of border-crossing processes consistent with Australia's border integrity.

**4.3** Ansett suggested to the committee that increases in discretionary travel to the ACT may best be served by striving for a higher target level flow-on from the major international gateways, again bearing in mind the impact of new aviation policies aimed at making travel easier beyond the major gateway airports. While the committee doesn't disagree with this proposition, it sees the value of reaching a higher international passenger target as a basis for demonstrating that Canberra can be sustained as an international gateway in its own right.

#### **Cost Recovery for Aviation Services**

**4.4** The committee was advised that the Civil Aviation Authority is exploring with the aviation industry the prospect of location specific pricing for air traffic services. If introduced, such an approach would alter the economics of all airports, including Canberra<sup>16</sup>, although the committee is of the view that, given the present and continuing very high volume of aircraft movements, unit costs for using Canberra airport could enhance the airport's appeal to both domestic and international carriers.

**4.5** A further matter for consideration is the outcome of the Prices Surveillance Authority (PSA) report of 1993 on its inquiry into the aeronautical and non-aeronautical charges of the FAC. The report recommends inter alia that the FAC adopt pricing principles for services within an airport which reflect cost and revenue characteristics of each individual airport. The PSA recommended that the pricing of both aeronautical and non-aeronautical services should recover at

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<sup>15</sup> Submission no6

<sup>16</sup> Submission no12

least the costs directly associated with these services.<sup>17</sup> At this time, the committee is unable to assess what effect this recommendation, if acted upon, would have on the viability of the Canberra airport although it is prepared to conclude that Canberra would be no less competitive than other major airports as a result.

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<sup>17</sup> Prices Surveillance Authority, **Inquiry Into The Aeronautical and Non-Aeronautical Charges of the Federal Airports Corporation**, June 1993

## 5. INTERNATIONAL AIRPORT INFRASTRUCTURE

5.1 Chapter 2 indicates the capacity of the airport to handle regular traffic up to B767 and A300 standard. Runway length, aerodrome elevation, surrounding terrain, aircraft weight having regard to overseas destination are factors which currently limit the capacity of the airport to handle larger wide-bodied aircraft. B747 aircraft present major operational problems. The Civil Aviation Authority advised the committee that a B747 can only turn on the main runway at one point, and a short segment of the southern taxiway can be used by aircraft of this size. The remaining taxiways are too narrow and/or do not have sufficient clearance from adjacent buildings. There is also the possibility that a B747 would damage fittings along the runway and contaminate the runway surface with debris due to jet blast from overhanging engines.<sup>18</sup>

5.2 The FAC advised the committee that extensive additional infrastructure would be necessary before Canberra airport could accommodate unrestricted international services.<sup>19</sup> This would include a runway extension, construction of a new taxiway and strengthening of existing taxiways, additional aircraft parking, associated engineering works and a new terminal facility and associated car parks, roads and services.

5.3 The Corporation estimated that an upgrade to accommodate B747 aircraft would involve some \$25 million excluding the terminal facilities. While there has been no recent assessment of the cost of new terminal facilities for international flights, the FAC advised that a 1989 report prepared for the Canberra Commercial Industrial Development Bureau stated that the airport could be upgraded to international status by expanding the existing airport with a new joint domestic/international terminal building, access roads, car parks, taxiways and aprons to accommodate B747 aircraft at an estimated cost of \$57.5 million. The FAC noted that this costing made no provision for runway extensions and that it estimated a further \$5 million would be required for this purpose.<sup>20</sup>

### Phased Development of an International Capability

5.4 Airplan, in its April 1994 report to the ACT Government, has presented a progressive development phasing for the provision of full B747 facilities. Construction would take at least four years and cost in the vicinity of \$80 million, however a phased development of airport infrastructure would ensure unconstrained growth of air services with a reduced capital investment in the region of \$35m to the year 2000. Airplan has suggested that because of the lead time required to develop the required facilities, and having regard to anticipated gradual growth in demand, a progressive development phasing should be considered. The proposed phasing would be in five stages once a decision is taken to extend the airport and would comprise the following:<sup>21</sup>

**Phase 1 - Charter and Domestic Transfer from Existing Gateway Hubs.** The initial phase would see extension of the existing terminal and upgrading of the existing regional apron for larger aircraft. The purpose would be to cater for increased group travel by the provision of special group facilities. The proposal is costed at \$3.5m.

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<sup>18</sup> Submission no12

<sup>19</sup> Submission no18

<sup>20</sup> *ibid*

<sup>21</sup> Submission no19 and Airplan *op cit*, pp, ii, 29-32

**Phase 2 - Seamless Transfer and Non-Gateway Charter.** This would provide additional terminal and apron capacity for the development of seamless transfer facilities by Ansett and Qantas. This proposal is costed at \$9.1m.

**Phase 3 - Increased Non-Gateway Tourist Traffic and Limited Direct Trans Tasman Charter.** An increase in multi-destination non-gateway traffic and developing direct trans Tasman charter in B737/A320 aircraft would not require upgraded runways or taxiways but would require a common user terminal. A Customs barrier would not be required at this stage. The new terminal is costed at \$24.6m, although Airplan noted that excess terminal capacity would be constructed under phase 3.

**Phase 4 - Direct International Short-Haul Charter and Direct Scheduled Trans Tasman Traffic.** This would involve a permanent Customs barrier within the common-user domestic/international terminal. Aircraft up to B767 could be accommodated with no runway upgrading on sectors sufficient to reach Indonesia, Malaysia, Philippines and Pacific rim countries. Direct trans Tasman operations would most probably utilise B737/A320 aircraft to develop the required frequency to sustain scheduled operations. This proposal would cost \$20m.

**Phase 5 - Direct International Long-Haul B747 Capability.** This phase would involve runway extension by some 1000 metres in a southerly direction and upgrading of existing pavement. Direct operations to Japan, west coast USA, Hong Kong and Abu Dhabi would be possible. The cost would be \$23m.

#### **Timing, Funding and Related Issues**

**5.5** The Airplan study estimates that it would take some four years to upgrade the airport to full international capability at a cost, as mentioned earlier, of \$80 million. Airplan envisages that funding external to the FAC would be required and noted that the development of Badgery's Creek could be a future competitor to Canberra. Again, Airplan cautioned that the development of Sydney, Brisbane and Cairns as "hub" airports would need to be factored into the development of Canberra airport. On the other hand, Airplan noted that this development would allow for international freight operations and direct international charter operations for conference/convention/group travel to Canberra. This would, in Airplan's view, require extensive international promotion of Canberra and the region as a tourism destination and enhancing the development opportunities available to investors in areas such as hotels and air freight facilities.<sup>22</sup>

**5.6** The committee notes that the FAC is likely to be less than enthusiastic about upgrading Canberra to full international status given its commitments and scale of investment in Sydney and Melbourne in particular. However, the proposed sale of FAC airports means that scope exists for the ACT Government or a consortium of Government/private sector interests or private sector interests alone to consider capital raising for the acquisition of Canberra airport and its development ahead of the proposed time scale envisaged by Airplan.

**5.7** The Airplan study notes that limited external capital investment in the airport in areas such as the common user international terminal, apron and associated road works would realise much of the potential for international operations to B767 standard and could be justified on the basis of

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<sup>22</sup> Airplan, op cit, pp33,34

wider regional benefits in the stimulation of the local economy and employment prospects while reducing the risks involved in a total upgrade to B747 capacity.<sup>23</sup>

**5.8** Airplan offers a "minimum" scenario which, through strategic promotion and marketing, would see the exploitation of potential on-carriage from existing international gateway hubs such as Cairns and Sydney aided by seamless transfer and a common trans Tasman border policy. This scenario, as with others, would require strong promotion of Canberra and the region as a tourism destination.<sup>24</sup> This issue is discussed in chapter 7.

### **An Incremental Upgrade of the Airport**

**5.9** The committee's approach to this inquiry has been to consider as dispassionately as possible the case for and against developing Canberra airport to full international designation. While the committee can argue the merits and point to the benefits of a phase 5 development of the airport as outlined above, it recognises that substantial gains for the ACT and region economies can be achieved through an incremental approach to the airport's development.

**5.10** From an economic perspective, it was pointed out to the committee<sup>25</sup> that the options for, say, the ACT Government are to;

- adopt a commercial approach towards a full-scale international facility, which in this witness's view is too early, but an option which would lead to the phased approach for development of the airport;
- consider an alternative based on the full-scale facility, but make an appropriate increase in charges to users to finance the facility and make it profitable; and
- determine it is in the public interest to fund development of the airport and require the community to pay for it.

It was put to the committee that the second option poses a dilemma because the tourism industry is very price sensitive and it would be risky to raise the prices paid by the industry at a time when it is being encouraged to view Canberra as a prime destination. The committee was reminded that the second option would require revenue raising through the budget or borrowing.<sup>26</sup>

**5.11** The committee notes and appreciates the thrust of these views. However, it considers there could be significant capital savings in developing the airport by combining phases 1 to 4 as outlined above. In terms of straight capital outlays it could be cheaper to develop the airport to international status capable of handling B767 aircraft operating directly to and from Asia and the Pacific rim regions. The committee considers this possibility ought to be studied in more depth to determine the rate of growth in traffic which could be expected from a more vigorous tourism promotion of the ACT and region.

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<sup>23</sup> *ibid*, pp34-36

<sup>24</sup> *ibid*, p34

<sup>25</sup> Transcript, public hearing, 27 April 1994, pp95,96

<sup>26</sup> *ibid*



**5.12** It remains for the ACT Government or private interests to pursue this matter having regard to available funding and more detailed cost benefit analysis of an upgrade for the airport. From the committee's perspective, an upgrade to phase 4 as outlined above would provide the necessary infrastructure to encourage and maintain a viable international capability with a permanent Customs barrier.

### **Recommendation**

**5.13** The committee recommends that the Government undertake a further detailed cost benefit assessment of the airport in terms of:

- (i) the proposed sale of the airport by the Federal Government;
- (ii) acquisition of the airport by the ACT Government or in consortium with private interests, or by private interests alone;
- (iii) the economic benefit to the ACT of an incremental upgrade of the airport to B767 international designation capability by 1999 having regard to the economic benefits which could derive from the Sydney Olympics in 2000 and the 2001 centenary of Federation celebrations; and
- (iv) the economic benefit to the ACT of developing the airport to B767 international designation capability forthwith.

## 6. POTENTIAL AIRPORT USAGE

6.1 At present around 63 per cent of all international visitors to Canberra come through Sydney, 20 per cent through Melbourne, 8 per cent through Brisbane, 4 per cent through Perth and 3 per cent through Cairns.<sup>27</sup>

### Hubbing and International Gateways

6.2 The Airplan issues paper which forms part of the ACT Government submission to the committee states that international tourist travel is presently centred on four major gateway ports of Sydney, Brisbane, Cairns and Melbourne. Other airports including Perth, Adelaide, Darwin and Townsville are less significant in terms of tourist traffic and in their relevance to the development of international tourist visitation to Canberra.<sup>28</sup>

6.3 Gateway airports denote those with existing infrastructure to cater for long haul wide-bodied aircraft and which have permanent Customs barrier controls. There are seven designated international airports - Sydney, Melbourne, Adelaide, Darwin, Perth, Brisbane and Cairns - in this category. International flights are permitted on a restricted basis at a further eight airports where Customs barrier controls are provided on a limited basis. These airports are Avalon (used for international aircraft maintenance), Broome, Hobart, Coffs Harbour, Townsville, Port Hedland, Lord Howe Island and Learmonth (a "technical" stop).

6.4 A number of other airports including Alice Springs, Coolangatta, Launceston, Rockhampton and Kalgoorlie are alternate airports which can handle diverted international flights. Hamilton Island is used for international chartered flights with Customs facilities arranged on an as needs basis.

6.5 Of the four major gateway airports mentioned above, Sydney, Cairns and Brisbane are the chosen hub airports for the two Australian international carriers Qantas and Ansett. Hubbing entails the transfer of passengers from long haul aircraft to their ultimate destination. An example given by Airplan is a flight Hong Kong/Cairns where 70 per cent of the passengers terminate in Cairns and 30 per cent go on to Brisbane. Another flight from, say, Osaka may carry 70 per cent of passengers terminating in Cairns and 15 per cent on-flying to Brisbane or Sydney. Passengers from both flights en route to Brisbane would join the same flight along with passengers travelling Cairns/Brisbane after a stay in Cairns. This process allows the airlines to utilise their aircraft more efficiently and to provide services from several international airports to, in this case, Brisbane on a regular scheduled basis where scheduled direct traffic from individual international ports may not support more than two flights per week.<sup>29</sup>

6.6 The committee was advised that there is an increasing trend towards this "hub and spoke" concept with airports in the United States, Europe and Australia, a trend which will become more noticeable as much larger aircraft capable of carrying 600 to 800 passengers come into service. It was put to the committee that passengers will be off-loaded onto smaller international, interstate or regional aircraft and that airlines will be able to streamline schedules to avoid the costs of flying part empty wide-bodied aircraft on domestic legs in Australia.<sup>30</sup>

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<sup>27</sup> Airplan, op cit, p14

<sup>28</sup> ibid

<sup>29</sup> ibid

<sup>30</sup> Submission no19

**6.7** Hubbing has been presented to the committee as a constraint on the development of an international airport in Canberra. However, this tends to overlook the possible advantages to Canberra of the hubbing concept. The future introduction of stretch B747 and new large aircraft is likely to see the development of regional hubs in the south-east Asian region which could see Singapore, for example, becoming a hub from where medium sized aircraft such as B767 would on-carry passengers to Australian ports. In this situation, Canberra could well become an economic terminal for such aircraft operating within a regional context.

**6.8** The impression conveyed in remarks to the committee by the airlines and in evidence put by the ACT Government, was that hubbing at the major Australian airports is a disincentive for the development of an international airport in Canberra. The committee has difficulty in accepting the logic of this view as other international gateway airports will continue to operate in Australia, and because **Canberra is well situated to attract direct international New Zealand and near east and Pacific region traffic utilising aircraft capable of using the airport now, namely B737 and B767 aircraft.**

**6.9** International carriers which presently use Cairns and Darwin and then fly on to Brisbane and Sydney could be encouraged to terminate in Canberra. The committee considers therefore that the Government in consultation, and in co-operation, with the ACT and region tourism industry should explore with these airlines the conditions necessary to attract Canberra direct flights from these initial ports of entry.

#### **Passenger Convenience - The Seamless Transfer**

**6.10** Seamless transfer arrangements are being examined by the airlines in consultation with Customs with a view to streamlining the physical process of travelling through Sydney airport having embarked at Canberra to go on to an international flight or vice versa.<sup>31</sup> When operational, the seamless transfer is intended to provide complete boarding pass, luggage transfer and passenger transfer direct to boarding gates.

**6.11** The committee notes that the seamless transfer, when and if it becomes fully operational, should be beneficial to Canberra and regional international travellers. However, in the terms in which the concept has been presented to the committee, it is predicated on Canberra remaining a regional airport. **The committee sees no reason why seamless transfer ought to be considered in any way as inconsistent with Canberra airport functioning as an international airport to, say, B767 standard.**

**6.12** In other words, as with hubbing, seamless transfer, while of benefit to international travellers to and from Canberra who transit other Australian airports, does not preclude any serious consideration of Canberra as an international gateway in its own right.

#### **Charter Operations**

**6.13** Canberra airport already has the capacity to handle international charter flights and has done so in the past with both Britannia and Caledonian Airlines utilising B767 aircraft. Customs clearance for these flights has usually been arranged at either Cairns or Adelaide. This has been due partly to the relatively high cost of providing Customs and Immigration clearance in Canberra

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<sup>31</sup> Transcript, op cit p6

on an as needs basis by Sydney based Customs personnel. Customs advised the committee it is prepared to provide international clearance facilities in Canberra for any international charter flight on a cost recovery basis.

**6.14** The Airplan issues paper suggested that its proposed phase 1 (and certainly through to phase 3) for the development of the airport could allow for promotion of the ACT and region aimed at international group travel based upon charter operations.<sup>32</sup> This would not, however, overcome the disability of a lack of permanent Customs controls at the airport which has been a disincentive for regular charter flights to Canberra to this stage.

**6.15** In other consultations it has been put to the committee that Canberra should build up to an international market by attracting charter flights. This is tied with marketing Canberra and the region through an overall tourism strategic marketing plan and this concept is discussed in chapter 7. However, the committee considers that a focus upon charter operations is unlikely to assist significantly in addressing the need for Canberra and the region to be presented as international tourism destinations in their own right for scheduled international air services.

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### **Recommendation**

**6.16** The committee recommends that the Government, in co-operation with the ACT and region tourism industry, develop strategies to attract suitable international carriers which on fly from Cairns and Darwin to Brisbane and Sydney to terminate their flights at Canberra.

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<sup>32</sup> Airplan, op cit, p29

## **7. TOURISM AND FORECASTS**

**7.1** The ACT Tourism Commission's budget in 1993/94 for international tourism marketing of \$311,000 compares with that allocated by the Northern Territory, \$4.55m, and Tasmania, \$1.6m. Clearly, at the level of funding indicated, the ACT will have considerable difficulty in generating an international awareness of Canberra and the region and thus developing the traffic flow which would justify upgrading the airport's attractiveness to international carriers. Accordingly, the committee proposes a significant increase in direct Government funding of international tourism marketing with the Government seeking a greater financial input by the ACT and region tourism industry to such marketing.

**7.2** Through "Partnership Australia" the Australian Tourism Commission, the State tourism commissions and the Northern Territory Tourism Commission promote Australia overseas as a tourism destination. The main benefits are that duplication of effort and administration are avoided so that full value is gained on the promotional dollar. The ACT is the only state or territory which does not have full membership of Partnership Australia. As a consequence, the ACT does not enjoy the benefits gained by those states and territories which are members. The committee considers there is a strong case for the ACT to take full membership of Partnership Australia.

**7.3** While there is a mutual economic interdependence between the ACT and the south-east region, the ACT is the dominant player and is best placed to exert leadership, take initiatives and, through the ACT Government, co-ordinate regional policy in developing an integrated regional economic strategy which includes tourism.<sup>33</sup> The committee considers the Government should develop such a strategy in consultation with the NSW Government and that it negotiate a basis for managing the overseas promotion of the region in conjunction with its promotion of the ACT.

**7.4** International usage of the airport will depend upon increased demand. The committee agrees with Airplan that the highest priority should be given to strengthening Canberra's international marketing effort by having a higher profile role overseas through a greater commitment to strategic planning and targeted marketing.

**7.5** The committee was advised that with increased marketing expenditures Canberra can raise its percentage share of international visitors to Australia by some three percentage points over the rest of the present decade. Even without such expenditure, international visitor numbers are expected to rise significantly in line with forecasts for Australia as a whole.<sup>34</sup>

**7.6** Airplan essentially recommended concentration on increasing visitors through the hub and spoke system and through charter flights, identifying Japan and New Zealand as markets offering particularly good potential for increased tourism. The committee was informed that the Government is already targeting these markets with follow up work already underway to build on the interest shown by tourism operators during the ACT Business Delegation visit to Japan in late 1993. The committee was advised that exploratory work has been undertaken on the possibility of establishing some direct charter flights from New Zealand.<sup>35</sup>

**7.7** The Airplan issues paper identified a need for the ACT Tourism Commission to make a greater commitment to strategic planning and targeted marketing on its own account as well as

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<sup>33</sup> ACT and Region Tourism, op cit, p9

<sup>34</sup> Submission no19

<sup>35</sup> ibid

working co-operatively with the NSW Tourism Commission and the Australian Tourist Commission. This would include identification of priority markets, assessment of particular needs of priority markets, packaging and matching Canberra (and region) attractions to meet market needs, and developing a strategic marketing plan in the context of international visitor trends.<sup>36</sup>

**7.8** In discussion with the Inbound Tourism Operators Association it was made clear to the committee that while Canberra and the region had the attractions for the international market, the industry lacked the capacity to develop tourism packages which guaranteed accommodation at appropriate levels and prices and which could be marketed with confidence on a three year lead time. The committee also notes a general view that the lack of sufficient four and five star accommodation in Canberra and the region is a disincentive for tour package operators.

**7.9** The committee considers this needs to be addressed by Government in consultation with the industry. In its June 1993 report on ACT and Region Tourism, the committee noted the need to ensure that the accommodation and infrastructure demands associated with Canberra possibly hosting the 2002 Commonwealth games and other major events occurring towards the end of this decade would be met.<sup>37</sup> Since then the year 2000 Olympic Games have been awarded to Sydney and this lends even greater point to the need for determined action by the Government and all concerned within the tourism industry to maximise the potential for the ACT to obtain the fullest possible benefit from the expected upsurge in tourism demand directly associated with the Games and the lateral tourism which will both precede and follow the Games.

**7.10** The centenary of Federation in 2001 will be a major drawcard for tourism as Canberra will be the focus of major national and international interest over a substantial period leading up to, including, and following the celebrations.

**7.11** Accordingly, the committee reiterates recommendations made in its earlier report. These are that the Government:

- (i) undertake a feasibility study into accommodation and other tourism infrastructure demands which will be generated during the current decade; and
- (ii) release hotel and other public accommodation sites at a rate commensurate with expected growth in tourism demand over the next 10 years.

### **Strategic Marketing Plan**

**7.12** As mentioned in paragraph 7.7, Airplan proposed a strategic marketing plan designed to give an improved base for working towards the increased use of the airport by international visitors and the need for associated terminal and infrastructure development phases. The plan would also assess potential risk associated with each phase of development and establish the minimum threshold demand for investment.<sup>38</sup>

**7.13** The committee is conscious that increased international tourism to Canberra and the region needs to be balanced with the capacity of the airlines and the airport to deal with increased numbers. This may call for a staged development of the airport infrastructure to cope with

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<sup>36</sup> Airplan, op cit, pp36,37

<sup>37</sup> ACT and Region Tourism, op cit, p47

<sup>38</sup> Airplan, op cit, p37

emerging demand but decisions on the extent of development and the speed at which it should take place will depend on the Government, the tourism industry and the airlines being better informed on prospective tourism numbers over the next 10 years.

## **Recommendations**

**7.14** The committee recommends that the Government:

- (i) examine the scope for a significant increase in direct Government funding of international tourism marketing and that it seek a greater financial input by the ACT and region tourism industry to such marketing;
- (ii) obtain full membership of Partnership Australia;
- (iii) negotiate with the NSW Government a basis for managing the overseas promotion of the south east region by the ACT in conjunction with its promotion of the ACT;
- (iv) undertake a feasibility study into accommodation and other tourism infrastructure demands which will be generated during the current decade;
- (v) release hotel and other public accommodation sites at a rate commensurate with expected growth in tourism demand over the next 10 years; and
- (vi) in co-operation with the ACT and region tourism industries, develop a strategic marketing plan as a desirable step towards establishing the viability of an international airport.

## 8. SOCIAL AND ECONOMIC BENEFITS

8.1 Canberra is a key element of the region's economic base. The Airplan issues paper<sup>39</sup> identified an increase in airport activity associated with additional flights and higher passenger and freight throughput, tourism spending and expenditure on upgrading the airport leading to:

- production benefits for the regional economy from serving the demands of tourists
- generation of employment
- earnings generated by the increased work force and the raising of household incomes.

8.2 In making its assessments, Airplan used the year 2000 traffic projections and the air service assumptions suited to the phase 3 development proposal for the airport outlined in paragraph 5.4 above. On this basis, Airplan projected some 300 additional total airport related jobs with local earnings of some \$9.25 million per annum.<sup>40</sup>

8.3 The Airplan submission stated that the average length of stay by international visitors to the Canberra region is 9.6 nights. This figure is derived from Bureau of Tourism Research data and is based on the Bureau's definition of all international short stay visitors who stay for up to 12 months. Projecting the average length of stay on a relatively modest spending estimate of around \$70 per day means that an estimated additional 120,400 international tourists a year entering through the Canberra airport by year 2000 will, by that time, be injecting around \$76 million into the economy. Tourism related employment created by the additional tourism would be an estimated \$45.4 million, bringing total airport related job earnings to some \$55 million a year.<sup>41</sup>

8.4 Excluding airport construction impacts which, assuming construction to the phase 3 level outlined earlier, are estimated to generate some 280 jobs between 1996 and 2000 but particularly towards 2000,<sup>42</sup> the economic impact of the airport upgrading would, in summary, be:

	by 1996	by 2000
value of gross output by tourism industries	\$48 million p.a.	\$76 million p.a.
extra jobs	1600	2600
extra job earnings	\$34 million p.a.	\$55 million p.a.

8.5 The committee emphasises that the estimated international tourism generated income and employment which could be expected to follow from an international airport in Canberra is additional to the expenditures and employment which are generated by international tourism at the

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<sup>39</sup> *ibid*, pp39,40

<sup>40</sup> *ibid*, p44

<sup>41</sup> *ibid*, pp44,45. See also report on ACT and Region Tourism, *op cit*, p6

<sup>42</sup> *ibid*, p46



present time. This can be illustrated by data compiled by the Canberra Visitors Survey conducted by the Chief Minister's Department for the ACT Tourism Commission. The Survey<sup>43</sup> indicated that in 1992/93 international visitors to the ACT spent, on average, \$410 for accommodation and other services and injected around \$106 million into the ACT economy.

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<sup>43</sup> Canberra Visitors Survey 1992/93

## **9. AIRFREIGHT**

**9.1** The committee discussed airfreight issues with Customs at Sydney international airport and observed airfreight operations. At present Qantas and Ansett are the sole airport freight handlers, servicing all airfreight forwarders through their airport facilities. The great bulk of Customs clearance of inbound freight is arranged at bonded premises off-site after initial de-consolidation by Qantas and Ansett.

**9.2** This situation is, however, likely to change if proposals by the Conroy report on the Australian Customs Service relating to airfreight clearance are implemented by the Federal Government. In essence, the Conroy report has proposed gateway (that is, airport) clearance of airfreight with a view to allowing speedier clearance of goods. If this happens, space limitations at Sydney airport will mean that major international freight forwarders such as DHC, Federal Express and National Parcel Service will face a log jam in Sydney. In this event, Canberra airport would be well placed to offer significant freight clearance opportunity for these and other carriers.

**9.3** The committee is aware that most international airfreight into Sydney, which is the premium airfreight port in Australia, is carried in the holds of passenger aircraft. On average, there are two international freight flights into Sydney each day compared to 30 international passenger flights. Given that there are doubts as to whether the Badgery's Creek airport will be developed to international capability, Canberra must be seen as a competitive and viable alternative airfreight destination which is within easy road and rail distance from Sydney and its western suburbs. The development of a freight capability in this way would, in the committee's view, be a substantial underpinning of international passenger services in due course.

**9.4** At present, virtually all international freight originating from or destined for Canberra and the south east region is sent to Sydney by road. The Airplan issues paper suggests that under a phase 3 development of Canberra airport there would be a stimulus to the region's overseas export of primary and other products and that the airport would serve cities which Sydney airport doesn't. Airplan estimated a total movement of some 5,700 tonnes a year by 2000 which compares with, for example, Adelaide airport which moves some 10,000 tonnes a year at present.<sup>44</sup>

### **Factors Relevant to a Canberra Airfreight Hub Capability**

**9.5** The Canberra Airport Development Plan outlined cargo and freight handling opportunities for the Canberra airport.<sup>45</sup> It noted that export produce transported to Sydney from areas such as the Riverina take 32-36 hours turnaround whereas goods from the same area are turned around at Canberra in one third of the time. It should be noted that Canberra is located within overnight road transport distance of 80 per cent of Australia's population.

**9.6** Increasing road congestion within Sydney and the continued upgrading of the Hume Highway and other main routes has led to travel time from the western suburb areas of Sydney to Canberra and from those areas to the Sydney airport becoming comparable. International airfreight

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<sup>44</sup> Airplan, op cit, p45

<sup>45</sup> G.E.Shaw & Associates Pty Ltd, op cit, pp4.9,4.10

delivered to Canberra could be with the customer in Sydney earlier than could be achieved via the Sydney terminal as aircraft landings would not, at present, be restricted by curfew or runway congestion. The Plan noted that weather conditions affecting freight operation in and out of Canberra would have closed the airport over the period 1989-1991 on less occasions than Sydney airport.

## **Conclusion**

**9.7** Airfreight alone would not appear to justify further development of Canberra airport to full international capability. However, there is sufficient evidence to indicate that Canberra airport presently has the capacity to handle a significant increase in airfreight volumes and that there is an increasing prospect that it could be promoted to international carriers, freight forwarders and business both as a freight terminal in its own right and as an alternate terminal for Sydney. This would require a determination by the airport operator, currently the FAC, to market Canberra as a freight terminal. In the longer term, with the anticipated sale of the airport, prospective new owners will be able to factor in the airport's airfreight capabilities.

## **10. ENVIRONMENTAL CONSIDERATIONS**

**10.1** As the airport is surrounded by pine plantations and rural land holdings dedicated to grazing and horticulture, there is no immediate environmental restraint on expanding the airport boundaries to incorporate necessary runway and taxiway extensions associated with upgrading the airport to full international capability.

**10.2** However, the committee's position is that further development of the airport must be considered having regard to a full environmental impact study which incorporates the physical impact as well as the noise impact for residents of the ACT and Queanbeyan.

**10.3** Because of the broad acre nature of most of the nearby land use the airport does not generate the problems of aircraft noise of the dimensions which impinge upon urban areas adjacent to other capital city airports. There is no jet curfew at Canberra. However, the proximity of Canberra and Queanbeyan requires noise abatement procedures for jet and other aircraft exceeding a maximum take-off weight of 5,700 kg. As a result, it appears that aircraft noise has not been a source of significant complaint and, based on foreseeable aircraft operations, no curfew restrictions are anticipated.<sup>46</sup>

**10.4** The Queanbeyan City Council advised the committee that while it was not opposed in principle to the upgrading of Canberra airport to international capability, and that the Council would see economic benefit to Queanbeyan of such an upgrade, it would be concerned that any upgrading does not result in social disbenefits. In particular, the Council noted that one of the major flight paths comes across the centre of Queanbeyan and that this has some significant impacts on the forward planning of Queanbeyan making some land unsuitable for residential purposes. Operation of the airport imposes some restrictions on Queanbeyan with respect to building heights in some areas.<sup>47</sup>

**10.5** The committee was advised that Queanbeyan City Council would have serious concerns if the airport was to operate with large aircraft late at night and early morning, and the committee is aware that residents of north Canberra including Campbell would have similar concerns. The committee accepts that the attraction of Canberra to the airlines because there is no curfew does not mean that the curfew would not be an issue should the airport attract scheduled flights outside the capital city curfew hours. On the other hand, the committee notes that noise can be managed and confined and that quieter aircraft are continually being developed.

### **Recommendation**

**10.6** The committee recommends that the ACT Government ensure that the further development of Canberra airport be conditional on a full environmental impact study.

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<sup>46</sup> *ibid*, pp3.1-3.4

<sup>47</sup> Transcript, p18, p20

## **11. SUMMARY OF RECOMMENDATIONS**

**11.1** The committee recommends that the Government undertake a further detailed cost benefit assessment of the airport in terms of:

- (i) the proposed sale of the airport by the Federal Government;
- (ii) acquisition of the airport by the ACT Government or in consortium with private interests, or by private interests alone;
- (iii) the economic benefit to the ACT of an incremental upgrade of the airport to B767 international designation capability by 1999 having regard to the economic benefits which could derive from the Sydney Olympics in 2000 and the 2001 centenary of Federation celebrations; and
- (iv) the economic benefit to the ACT of developing the airport to B767 international designation capability forthwith.

(Paragraph 5.13)

**11.2** The committee recommends that the Government, in co-operation with the ACT and region tourism industry, develop strategies to attract suitable international carriers which on fly from Cairns and Darwin to Brisbane and Sydney to terminate their flights at Canberra.

(Paragraph 6.16)

**11.3** The committee recommends that the Government:

- (i) examine the scope for a significant increase in direct Government funding of international tourism marketing and that it seek a greater financial input by the ACT and region tourism industry to such marketing;
- (ii) obtain full membership of Partnership Australia;
- (iii) negotiate with the NSW Government a basis for managing the overseas promotion of the south east region by the ACT in conjunction with its promotion of the ACT;
- (iv) undertake a feasibility study into accommodation and other tourism infrastructure demands which will be generated during the current decade;
- (v) release hotel and other public accommodation sites at a rate commensurate with expected growth in tourism demand over the next 10 years; and

- (vi) in co-operation with the ACT and region tourism industries, develop a strategic marketing plan as a desirable step towards establishing the viability of an international airport.

(Paragraph 7.14)

**11.4** The committee recommends that the ACT Government ensure that the further development of Canberra airport be conditional on a full environmental impact study.

(Paragraph 10.6)

Lou Westende MLA  
Chair

## **ATTACHMENT 1**

### **Submissions received**

1. Cooma-Monaro Shire Council
2. Hyatt Hotel Canberra
3. Yass Council
4. Tallaganda Shire Council
5. City of Queanbeyan
6. Ansett Australia
- 6A. Ansett Australia
7. Canberra Visitors Attractions Association
9. Civil Air Operations Officer's Association of Australia
10. Snowy Monaro Business Enterprise Centre
11. Canberra Accommodation Industry Association
12. Civil Aviation Authority Australia
13. National Capital Planning Authority
14. Australian Hotels Association
15. Qantas Airways Ltd
16. Mr Jim Snow MP
17. Eurobodalla Tourism
18. Federal Airports Corporation
19. ACT Government
20. Australian Tourism Industry Association, Canberra Region Chapter

## **ATTACHMENT 2**

### **Witnesses at public hearings**

Mr J V Kimpton, Ansett Airlines  
Ms G Wallinga, Ansett Airlines  
Ms J Bedford, Queanbeyan City Council  
Mr K Burnham, National Capital Planning Authority  
Mr J Miller, Canberra Visitor Attractions Association  
Mr J Richards, Qantas Australia  
Mr M Tencate, Qantas Australia  
Mr J Louttit, ACT Chamber of Commerce and Industry  
Mr K Hackney, Snowy Monaro Business Enterprise Centre  
Mr K Smith, Australian Hotels Association  
Mr G Weller, Australian Hotels Association  
Dr C Adrian, ACT Chief Minister's Department  
Mr J Rogers, Airplan  
Mr D C Beresford, Beresford International  
Mr G Carmody, Access Economics  
Mr J Milton, Federal Airports Corporation  
Mr K Young, Canberra Region Chapter, Australian Tourism Industry Association  
Mr S Holle, Canberra Region Chapter, Australian Tourism Industry Association