



QUEENSLAND  
TOURISM INDUSTRY  
COUNCIL

*The Voice of Tourism*



FIRST NATIONS TOURISM PEAK BODY

# DISCUSSION PAPER



**Acknowledgement of Country**

QTIC acknowledges the Traditional Custodians of the lands on which we work and live. We pay our respects to Elders past, present and future; and extend that respect to all First Nations peoples.

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## FOREWORD

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As the Deputy Chair of QTIC and the Chair of QTIC's Indigenous Working Group appointed to ensure the advancement of the First Nations Tourism Plan (the Plan), I am pleased to advise on the progress toward a key action of the Plan - the establishment of an Independent Peak Body to provide a voice for First Nations tourism in Queensland. I applaud the QTIC Board for their respectful approach in this regard, specifically being empowerment of First Nations people to decide how the body is created and its purpose. To do this, the QTIC Board established a First Nations Working Group to lead and implement the process. I want to express my sincere thanks to everyone who has contributed to this extremely important piece of work. The Queensland Government offered significant input, partnering with QTIC to develop and launch the Plan in 2019, declaring 2020 the *Year of Indigenous Tourism* in Queensland (extended to 2021 because of COVID-19), and creating a \$10 million in that year to drive forward key elements of the Plan. The Working Group has aimed to develop an inclusive approach to consultation. Open-invite workshops around the State and online surveys have provided an opportunity for everyone interested to participate and have their say.

I have been privileged to travel around Queensland to hear the voices of First Nations people discuss what a Peak Body should do and how it could work. I am honoured to have met with many First Nations businesses, independent operators, native title bodies, peak arts organisations, peak Indigenous business incubators, festivals, Aboriginal Shire Councils, cultural centres, museums, art centres. We have also engaged the tourism sector more broadly through government and industry, who have shown an encouraging enthusiasm to listen and engage authentically to support the process.

This discussion paper presents a draft model that attempts to integrate the feedback and ideas from the many First Nations voices across Queensland who have participated to date. They have contributed to a unique opportunity to bring us up to speed with other States and international standards. Our diverse First Nations cultural identities and stories are compelling – from the Torres Strait to the Gulf and Cape, from cities to the desert, from the reef to the rainforest, and the great sand islands, down to the Gold Coast. Against this background, I invite everyone to provide feedback on the model. Its strength will come from our collective ideas.

The establishment of the Queensland First Nations Tourism Council in the Queensland Year of Indigenous Tourism will be a wonderful legacy that will lay the foundations for driving the state as a premier First Nations tourism destination. This is even more important as Queensland heads toward the 2032 Olympic and Paralympic Games.

**Cameron Costello (Chair, First Nations Tourism Working Group)**

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## 1. BACKGROUND: FIRST NATIONS TOURISM

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### 1.1 GLOBAL DEMAND FOR FIRST NATIONS TOURISM

Across the globe, there is increasing demand for First Nations tourism. The UNWTO (United Nations World Tourism Organisation) estimates that 47% of tourists worldwide are motivated by a desire to experience the cultures and heritage of a country. Aside from offering a unique visitor experience, tourism also represents a substantive opportunity for the advancement of First Nations peoples. It offers viable pathways for sociocultural and employment opportunities, innovative business creation, and entrepreneurial capacity building of First Nations peoples.

The UNWTO report on *Recommendations on Sustainable Development of Indigenous Tourism* notes that this burgeoning tourism sector should be guided by key considerations of respect, consultation, empowerment, equitable partnerships, and protection of natural resources and cultural heritage<sup>1</sup>.

### 1.2 FIRST NATIONS TOURISM IN AUSTRALIA

In a highly competitive global marketplace, First Nations tourism experiences provide a point of differentiation for Australia<sup>2</sup>. First Nations tourism experiences have been identified as value-adding to national tourism narratives, alongside Australia's core strengths of aquatic and coastal, food and wine, and nature and wildlife activities:

- International visitors from the UK, USA, and Europe are the mostly likely international visitors to participate in a First Nations tourism experience in Australia.
- Tourism Australia's *Consumer Demand Project* (CDP) showed a 30% increase from 2014-2015 in consumers' interest in Australia's First Nations tourism experiences. Approximately 1.04 million visitors undertook a form of First Nations tourism activity during their holiday in Australia, representing 14% of total international visitors<sup>3</sup>.
- In 2018, First Nations tourism in Australia accounted for to 1.15 million international visitors and 674,000 overnight domestic trips<sup>4</sup>, and in 2019, had an estimated annual value of \$5.8 billion<sup>5</sup>.

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<sup>1</sup> <https://www.e-unwto.org/doi/epdf/10.18111/9789284421299>

<sup>2</sup> <https://www.dfat.gov.au/about-us/publications/trade-investment/business-envoy/Pages/january-2019/indigenous-tourism-surge>

<sup>3</sup> IVS June 2016

<sup>4</sup> Tourism Research Australia

<sup>5</sup> <https://www.arts.gov.au/have-your-say/consultation-paper-growing-indigenous-visual-arts-industry>

As strong partnerships continue to be developed between First Nations people and other tourism stakeholders, 2021 presents an opportunity to further increase demand for First Nations tourism on a state and national scale. In a global context, Australia is ranked 105<sup>th</sup> as a 'go-to' destination for cultural and heritage experiences. During 2018-9, only 12% of international visitors had a First Nations tourism experience, which represents 4% increase from the previous year. This highlights the potential for generating strong demand for tourism experiences provided by the First Nations tourism sector in Australia. The National Indigenous Australians Agency (NIAA) Community Development Program (CDP) determined that First Nations tourism experiences are highly appealing in comparison to non-Indigenous experiences; in key Australian destinations, First Nations tourism experiences are frequently categorised as the most preferable regional activities.

### 1.3 FIRST NATIONS TOURISM IN QUEENSLAND

First Nations peoples in Australia are part of the oldest living cultures on earth. This rich and diverse cultural heritage particularly evident in Queensland – the only state that is the home of both the Aboriginal and Torres Strait Islander cultures. Queensland has an estimated current resident population of more than 5 million people<sup>6</sup>, of which 221,276 identify as First Nations (roughly 4.6%). This number is the second-largest state concentration of First Nations peoples in Australia, after New South Wales (132,708)<sup>7</sup>.

#### 1.3.1 The Queensland Year of Indigenous Tourism

The Queensland Government's announcement of 2020-21 as the official *Year of Indigenous Tourism*, with the support of TEQ and QTIC, brought the rich cultural history of First Nations peoples to the forefront of state tourism offerings<sup>8</sup>. This is a time to celebrate and share a myriad of First Nations tourism experiences, encompassing a 60,000-80,000-year history, unique tangible and intangible cultural heritage, diverse cultures, languages, and traditions. QTIC recognises and respects First Nations stewardship of country and supports all efforts to value, protect and promote First Nations knowledges, cultures, and traditions.

This occasion means that 2021 is an opportune time to promote the oldest living culture on earth via the development of a First Nations tourism Peak Body. This should automatically include extensive engagement with Traditional Owners and support for new product development in Queensland.

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<sup>6</sup> <https://www.qgso.qld.gov.au/statistics/theme/population/population-estimates/state-territories/qld-population-counter>

<sup>7</sup> Ibid

<sup>8</sup> <https://www.dtis.QLD.gov.au/our-work/year-of-indigenous-tourism>



### **1.3.2 2032 Brisbane Olympic and Paralympic Games**

On 21 July 2021 the International Olympic Committee announced that Brisbane had won the right to host the 2032 Olympic and Paralympic Games. In its final pitch to the IOC, the Australian delegation to the IOC highlighted the Australian First Nations culture as a unique part of Australia's identity. As per the Queensland Government *Value Proposition Assessment*, Brisbane 2032 will "provide a platform that further recognises, respects and celebrates First Nations Peoples" and see the implementation of a Reconciliation Action Plan (RAP) that will "deliver legacy outcomes for First Nations Peoples, including programs to support Indigenous sporting performance, tourism, education, employment and training, procurement, health, art and culture and Indigenous knowledge as an innovation asset"<sup>9</sup>.

It is important that a voice for First Nations tourism is established to play a role in developing First Nations tourism for this pivotal moment. To advocate with government and industry to ensure that First Nations are supported to leverage off this event.

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<sup>9</sup><https://www.premiers.qld.gov.au/publications/categories/reports/assets/2032-olympic-paralympic-games-vpa.pdf>

## 2. QUEENSLAND TOURISM INDUSTRY COUNCIL

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The Queensland Tourism Industry Council (QTIC)<sup>10</sup> was established in 2001 as a not-for-profit, private sector, membership-based organisation representing the interests of Queensland's tourism and hospitality industry. QTIC works in partnership with government agencies and industry bodies at a local, state, and national level to strengthen the voice of tourism in all relevant policy forums. QTIC has an extensive reach, with a mailing list sent out to 7,000 people and a collective social media following of more than 22,000 people, across four different platforms.

QTIC membership comprises more than 1,000 tourism businesses across the state and works alongside 13 Regional Tourism Organisations (RTOs) which collectively represent more than 3,000 regional businesses and 18 industry sector associations.

### 2.1 QTIC'S ROLE IN SUPPORTING FIRST NATIONS TOURISM

QTIC has played a major role in supporting First Nations tour operators. As of 2021, QTIC represents the interests of 66 First Nations members (5% of overall membership for 2020-21), has a dedicated Indigenous Project Officer, and a First Nations Board Member appointed by its members since 2019.

- In 2011 QTIC established the *Indigenous Tourism Forum* as a platform to grow and develop industry collaboration.
- In 2019, the forum was rebranded as *DestinationIQ*<sup>1</sup>, in line with the *DestinationQ* events that are presented in partnership by the previously named Department of State Development, Tourism and Innovation (now the Department of Tourism, Innovation and Sport), alongside QTIC and Tourism and Events Queensland (TEQ).
- The progress made by both the Indigenous Tourism Forum and DestinationIQ have cumulatively led to the genesis of the Queensland *First Nations Tourism Plan 2020-2025*<sup>11</sup>.

In a milestone for the tourism industry, in 2019 the QTIC Board endorsed the *Larrakia Principles*<sup>12</sup> and in embracing them, empowered a First Nations Strategic Advancement Group to develop the plan. As part of this process, QTIC empowered its First Nations members to decide their 'voice' through the development of a new Peak Body. The QTIC Board established a First Nations Tourism Working Group to lead and implement the process. The Working Group meets regularly and is comprised of respected Aboriginal and Torres Strait Islander people who cross-represent the range of tourism stakeholders.

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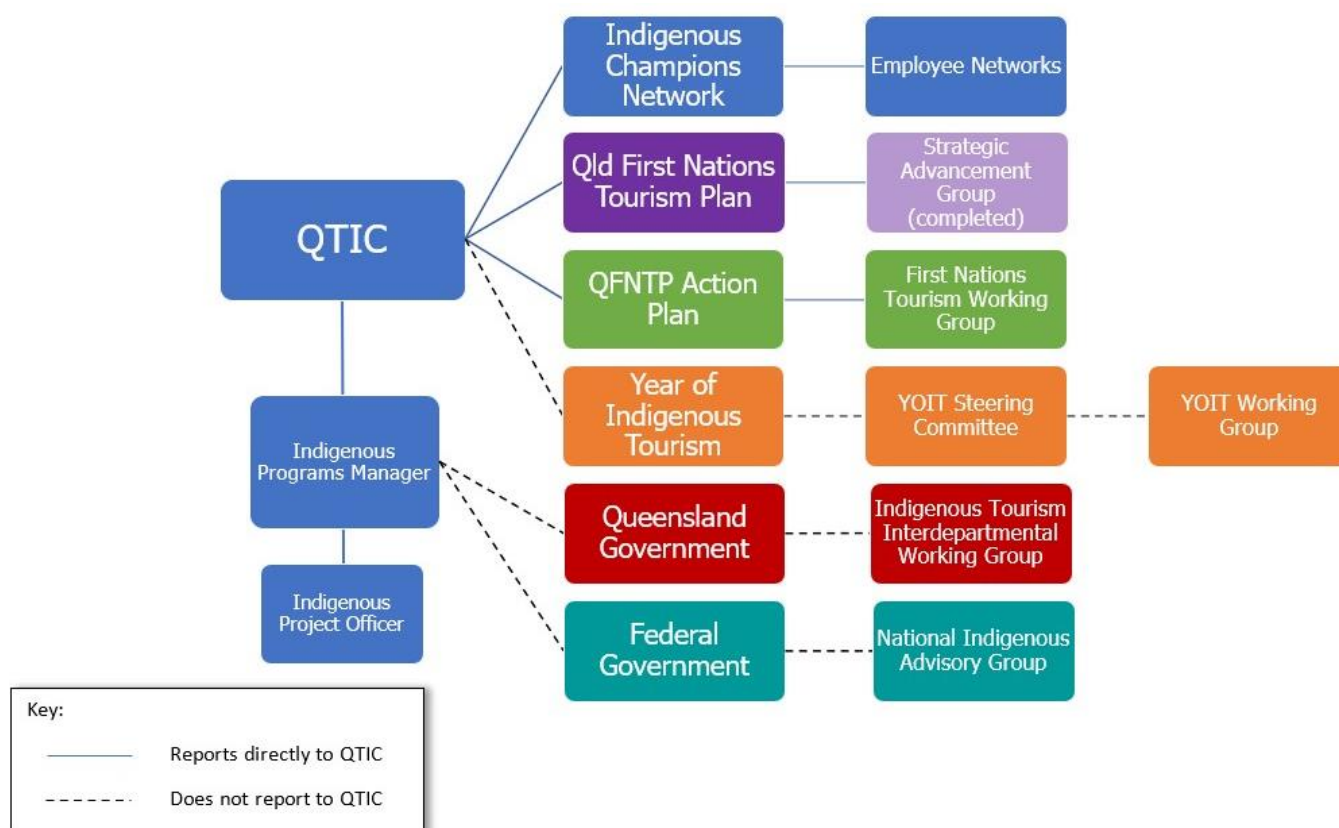
<sup>10</sup><https://qticazure.blob.core.windows.net/crmblobcontainer/Version%206%20-%20FNTP%20Final%20Version%20-%20High%20res%20Web.pdf>

<sup>11</sup><https://qticazure.blob.core.windows.net/crmblobcontainer/Version%206%20-%20FNTP%20Final%20Version%20-%20High%20res%20Web.pdf>

<sup>12</sup><https://www.qtic.com.au/year-of-indigenous-tourism/first-nations-tourism-potential-plan/Larrakia-Principles/>



These stakeholders range from individual tourism operators, artists, festivals, tourism asset owners, the legal sector and accommodation providers, while also accounting for gender balance.



**Figure 1: QTIC First Nations program structure**

## 2.2. Queensland First Nations Tourism Plan

### 2.2.1 Development

- In 2019, the QTIC Board established an all-First Nations Strategic Advancement Group (SAG) to develop the Queensland First Nations Tourism Plan. Initial stages of the plan saw a rigorous process of extensive, state-wide consultations with a broader network of First Nations stakeholders and the broader tourism industry.

### 2.2.2 Implementation

- The final plan was formally launched in November 2019 at DestinationIQ by the Honourable Kate Jones MP, then Queensland State Minister for Tourism.
- Backing from the State Government to implement the Plan, included assistance with costs to establish a Peak Body recommended by the Plan, approval of QTIC's proposal to the Premier of Queensland to declare 2020 the *Year of Indigenous Tourism* (announced at the 2019



Queensland Tourism Awards), and concomitantly providing \$10 million in investment initiatives to support plan-related activities during this period.

- The Plan continues to provide a guiding framework for the sustainable growth of the sector. Further opportunities to support the growth and development of First Nations Tourism throughout Queensland should be framed around this plan and closely aligned with regional needs.

### **2.2.3 The six tourism pillars of the Plan**

The Plan focuses on growing an innovative and sustainable First Nations tourism sector in Queensland, including building capacity to foster the development of authentic, engaging, and sustainable tourism experiences that respect First Nations cultures, knowledges, and connections to country. The Plan is underpinned by the principles of the 2012 Larrakia Declaration and is scaffolded by six tourism pillars which emerged from state-wide consultations undertaken over a 12-month period with First Nations people across Queensland.

The six tourism pillars are:

1. Recognition and respect
2. Engagement and partnerships
3. Authentic product development
4. Training skills development and jobs
5. Marketing and awareness
6. Strategic coordination and structure

### **2.2.4 Strategic coordination and structure**

The Plan is designed to facilitate the creation of an entity that gives voice to the First Nations tourism sector, while also providing substantial support and advocacy. Recognising international best practice, the Plan recommends the creation of a First Nations tourism body to directly address Pillar 6. The Peak Body will be established to do the following:

- Provide a coordinated voice for advocacy, leadership and representation and drive the vision of First Nations tourism in Queensland.
- Facilitate collaboration between First Nations tourism businesses and the tourism industry on destination, business, and product development.
- Once established, it is envisaged the new body will play a major role in driving the implementation of the Plan in partnership with government, industry, and community.

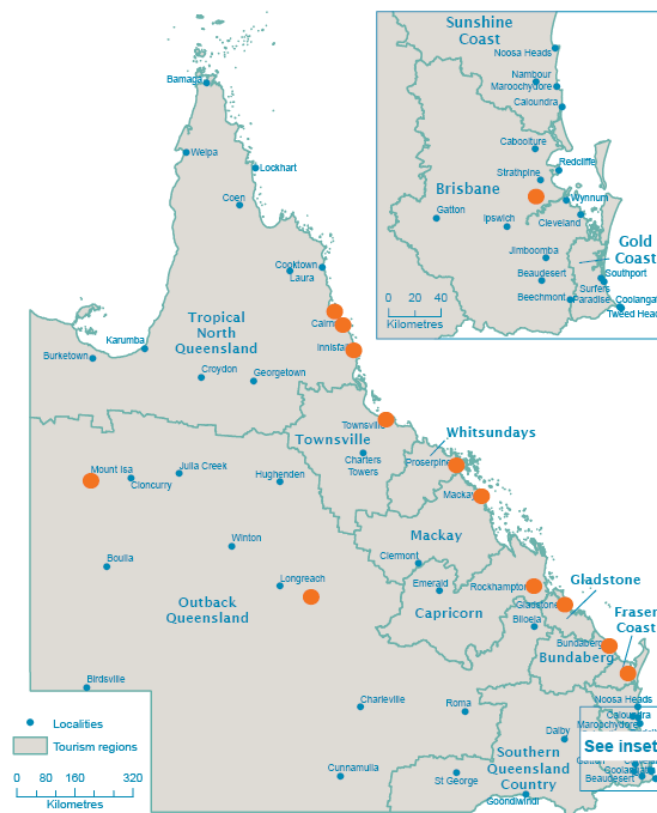
### 3. PEAK BODY CONSULTATION PROCESS

To action the 'strategic coordination and structure' pillar of the Plan, QTIC has implemented an inclusive state-wide consultation process led by First Nations consultants, under the guidance of the First Nations Working Group.

#### 3.1 REGIONAL WORKSHOPS

To ensure as many First Nations people were able to be involved as possible, QTIC and the First Nations Working Group conducted a series of roundtable consultations with invited stakeholders across Queensland. It was critical that all regions had the opportunity to provide input into discussions relating to the Peak Body, and to reflect the need for equitable input, consultations were held in Brisbane and all other major regional destinations (see Figure 2).

Invitations were distributed widely to Aboriginal, and Torres Strait Islander prescribed body corporates, Land Councils, and community groups. The Murri grapevine also acted as an invaluable tool in sharing information about forthcoming consultations.



**Figure 2: Consultation locations**

### **3.2 SURVEY**

As part of the process, all Regional Tourism Operators (RTOs) were invited to respond to a survey via Survey Monkey. These consultations were designed to both provide and gather information pertaining to the perspectives and opinions of First Peoples tourism stakeholders around a range of areas including:

- Governance structures
- Administrative and financial frameworks
- Business plan, including ongoing industry engagement strategies
- Appointments for key positions through a transparent merit-based process
- Proposed ongoing funding model
- Communication plan including website and social media

### **3.3 DISCUSSION PAPER**

A discussion paper was developed and distributed to stakeholders via QTIC communication channels including the State government website and Tourism and Events Queensland (TEQ). This discussion paper will also be distributed to the following networks:

- RTOs for distribution to their membership.
- The QTIC Network Champions.
- The First Nations Tourism Working Group
- The QTIC membership base (which includes First Nations operators).

### **3.4 WHO WAS CONSULTED**

The consultation process took an inclusive and broad approach. The range of stakeholders who participated included:

- Small to medium tourism operators
- Local Aboriginal Councils
- Native Title bodies
- Festival organisers
- Arts bodies
- Cape York Enterprises
- RTOs
- Statutory organisations such as TEQ and local councils.
- Relevant Queensland and Australian Government departments



### 3.5 PEAK BODY MODELS CONSIDERED

The First Nations Tourism Working Group undertook a thorough review of various other Peak Body models during the consultation process, including that of QTIC. The primary models considered included the following:

- QTIC, a “not-for-profit, private sector, membership-based organisation representing the interests of Queensland’s tourism and hospitality industry”<sup>13</sup>.
- WAITOC is the “premier Aboriginal advocacy body [in Western Australia] educating and informing government and industry on the needs of Aboriginal tourism businesses and their market”<sup>14</sup>.
- The Indigenous Tourism Association of Canada (ITAC), which “focuses on creating partnerships between associations, organizations, government departments and industry leaders from across Canada to support the growth of Indigenous tourism in Canada and address the demand for development and marketing of authentic Indigenous experiences”.

These models are also included in the discussion paper as appendices. This systematic review also considered the models used by the NSW (New South Wales) Aboriginal Tourism Operators Council and Māori Tourism<sup>15</sup>.

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<sup>13</sup> <https://www.qtic.com.au/about/>

<sup>14</sup> <https://www.waitoc.com/>

<sup>15</sup> <https://natoc.org.au/>; <https://maoritourism.co.nz/>

## 4. OUTCOMES FOR THE PROPOSED MODEL

While each region had its own individual suggestions on how to proceed, the following recommendations were agreed upon:

- The First Nations Tourism Advisory Council should be formed.
- The consensus was that the ambitious timeframe of forming the body in the Year of Indigenous Tourism should be pursued.

There were also several important themes from consultation that were recommended in creating the new body and its priority focus area. These are represented in Figure 3:



*Figure 3: Key outcomes from regional consultations*

## 4.1. INDEPENDENCE

The starting point across the consultations was that for First Nations peoples an independent Peak Body was a fundamental human right under the UN Declaration on the Rights of Indigenous Peoples (UNDRIP)<sup>16</sup> and the Human Rights Act (QLD)<sup>17</sup>. Adoption of the Larrakia Principles for tourism were also supported by most participants. Independence should be ensured through developing working agreements with government and industry.

### 4.1.1 Proposed nature of the organisation

This organisation is an incorporated association registered in Queensland.

### 4.1.2 Naming conventions

During the consultations, most people indicated they were amenable to the name First Nations. However, it was noted by some people that the term First Nations was seen as an overseas concept. It was also raised that the term Aboriginal and Torres Strait Islander may be more appropriate. QTIC has used the term First Nation/s in lieu of Aboriginal, Torres Strait Islander, Indigenous, or First Peoples. The term is growing in usage across Australia as a way of referring to the first inhabitants of the continent and as a general reference to First Nations people worldwide. As such, wherever possible in QTIC's development of the new body (and in any other publications and communications by the proposed Peak Body), will use the term First Nations. Specific individuals will be referred to by their preferred familial, language, land, or totemic affiliation, as a mark of respect for their unique cultural sovereignty.

There has been lengthy discussion about the term First Nations during Peak Body consultations in 2018-19 to establish the Plan, with consideration given to ensure inclusion of the Torres Strait Islander peoples.

### 4.1.3 Proposed name of the organisation

The name of the organisation is the *First Nations Tourism Council Queensland Association Incorporated*. The organisation can be abbreviated as FNTCQ.

## 4.2 MEMBERSHIP

The types of potential members in the First Nations tourism sector may range from independent First Nations tourism businesses, festivals, arts and cultural peak organisations, Native Title bodies, and Aboriginal economic organisations. There were a range of views on what a First Nations business should be defined as. In the first

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<sup>16</sup><https://www.un.org/development/desa/indigenouspeoples/declaration-on-the-rights-of-indigenous-peoples.html>

<sup>17</sup><https://www.legislation.qld.gov.au/view/whole/html/asmade/act-2019-005>

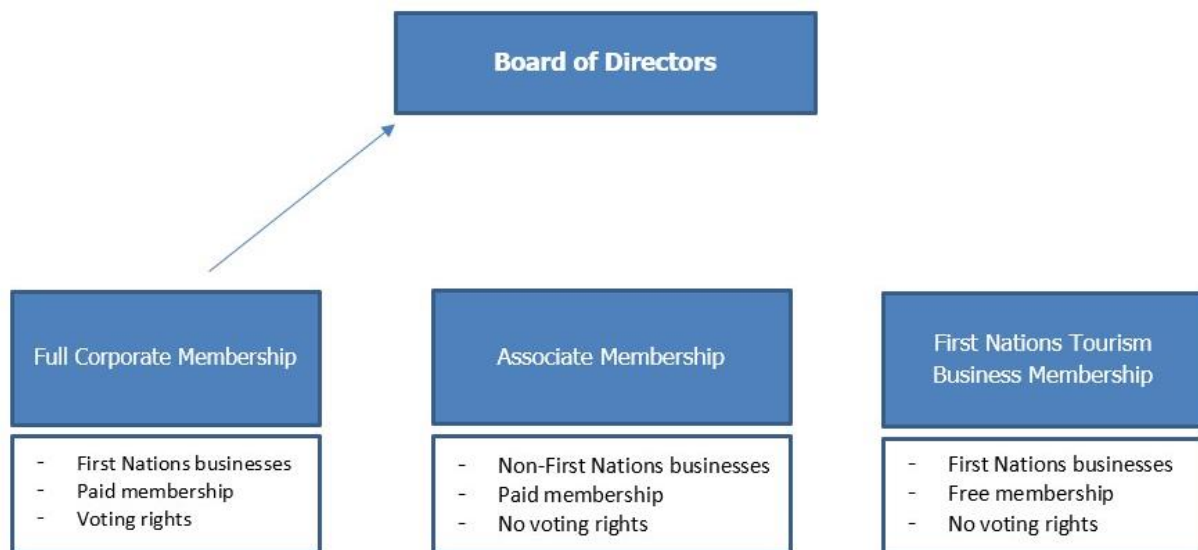
instance for the purpose of creating the new body, the First Nations Tourism Working Group consider that a First Nations tourism business means an Aboriginal and/or Torres Strait Islander person, or an entity of which at least 50% of its owners are Aboriginal and/or Torres Strait Islander persons, currently operating a business within the tourism industry within Queensland.

The consensus was that there could be several classes of membership, but the vast majority agreed that there should be a main class of First Nations members who pay to vote at the AGM and for Board Directors. There should also be a class for non-paying First Nations members. Members of this class should not get a vote. It was highlighted that with the current absence of a Peak Body, there is currently a lot of non-First Nation businesses and industry organisations that already come to QTIC for advice on First Nations tourism, and they will be coming to the new body for both advice and services. As such, there was a majority consensus that fee paying non-First Nations memberships without voting rights could be accommodated as a class of membership.

### 4.2.1 Membership classes

The Members of the Organisation will consist of the following membership classes.

- a) FNTB Member
- b) Full Corporate Member
- c) Associate Member



**Figure 4: Membership types**

#### *FNTB Member*

A general FNTB Member:

- a) Does not have the right to request the convening of or to vote at or be heard at general meetings of the organisation.
- b) Does not have the right to be elected to or hold office on the board.



#### *Full Corporate Member*

To be eligible as a Full Corporate Member, a person must meet the following criteria:

- a) Be an FNTB Member.
- b) Pay the entrance fee, the first annual fee and any other fees payable.

A Full Corporate Member has the same rights and benefits as general FNTB members and must meet the same obligations. In addition, they have the right to the following:

- a) Attend, request the convening of, vote at and be heard at all general meetings of the organisation.
- b) Be elected to, or hold office on, the board.
- c) Subject to the board's discretion, be appointed or have its representative appointed, as applicable to any committee, working party or similar representative body of the organisation or the board, with or without a determinative vote.

#### *Associate Member*

To be eligible as an Associate Member, a person must pay the entrance fee, first Annual Fee and any other fees payable. An Associate Member is entitled to the following:

- a) Has the right to receive notices from the organisation.
- b) May attend all general meetings of the organisation.
- c) Does not have the right to request the convening of, to vote at, or to be heard at general meetings of the organisation.
- d) Does not have the right to be elected to or hold office on the board.
- e) Subject to the board's discretion, may be appointed or have its representative appointed, as applicable to any committee, working party or similar representative body of the organisation or the board, with or without a determinative vote.

### **4.2.2 Membership fees**

The entrance fee for membership and the annual fee payable by Full Corporate Members and Associate Members will be determined by the board from time to time.

## **4.3 GOVERNANCE**

### **4.3.1 Constitution**

There was general agreement that like other models investigated, a constitution outlining the rules would govern the organisation. In this regard, the QTIC First Nations Tourism Working Group referenced the Constitution of WAITOC to look at a constitution model and how it may be varied or amended by members. If needed, the Constitution may be varied, amended, or rescinded from time to time by Special Resolution vote of the Full Corporate Members.

### **4.3.2 Board of Directors**

There was a lot of regional discussion about how a Board of Directors would operate. An overwhelming priority across the regional consultations was for regional representation. The heavy weighting of this factor was deemed integral to the Board make up. There was discussion about adopting WAITOC's model, in which a portion of directors from regions combined with independent, skill-based directors. It is to be noted that the five Regional Directors from WAITOC are aligned with the five tourism regions and RTOs in Western Australia (see Figure 5). In Queensland there are 13 tourism regions and RTOs<sup>18</sup>. To offset the skill-based directors, it was raised that sub-committees reporting to the Board could be established that could bring in external expertise as required.

#### *Interim Board of Directors*

It is proposed that a delegation (or all) of the QTIC First Nations Tourism Working Group act as the members of an Interim Board until the first election, according to the Constitution.

### **4.3.3 Term of Directors**

The term of office applicable to each category of director is two years, or the second annual general meeting following the regional director's election, whichever is the longer.

### **4.3.4 Proposed number of Directors**

Accounting for the significant consultation feedback on regional representation, and the diversity within regions themselves, the QTIC First Nations Tourism Working Group are proposing in the first instance a Board of up to 12 Directors (see Figure 6), with the ability in the Constitution to amend the number by resolution at a General Meeting of members.

To ensure self-determination of regions, regional directors will be elected only by Full Corporate Members from their region, who must nominate the Region they are based in on their membership form. To clarify, Full Corporate Members can only vote for elections in the region they are in. They cannot vote in the elections of regional directors from other regions.

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<sup>18</sup> <https://teq.queensland.com/destinations>

**Example:** Business A is a registered First Nations Tourism Business that is primarily operating in Brisbane. Business A applies to become a member of the Queensland First Nation Tourism Council. Business A must tick Southeast Queensland as its relevant region on its Membership Form. If Business A pays the fee to become a Full Corporate Member, it gets to vote on the SEQ Regional Director. Business A *cannot* vote to elect a Regional Director in the other Regions.

As per the Constitution:

- The organisation must have always at least six directors and no more than twelve directors in office.
- The organisation in general meeting may by ordinary resolution alter the number of directors, provided that the minimum number is not reduced below six directors.

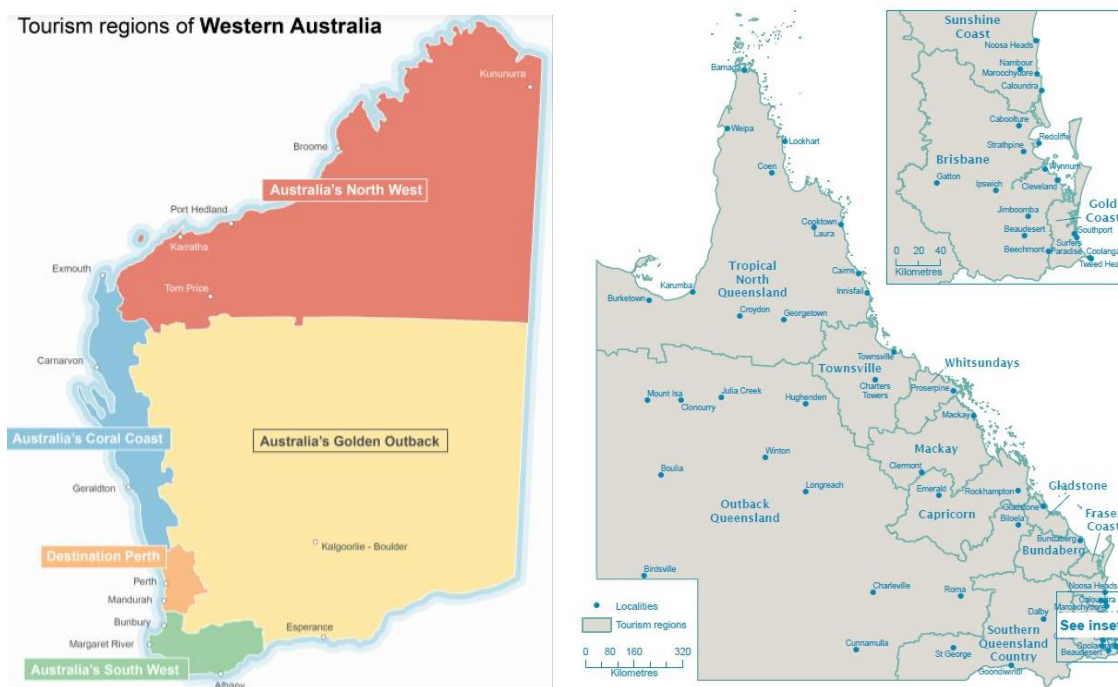
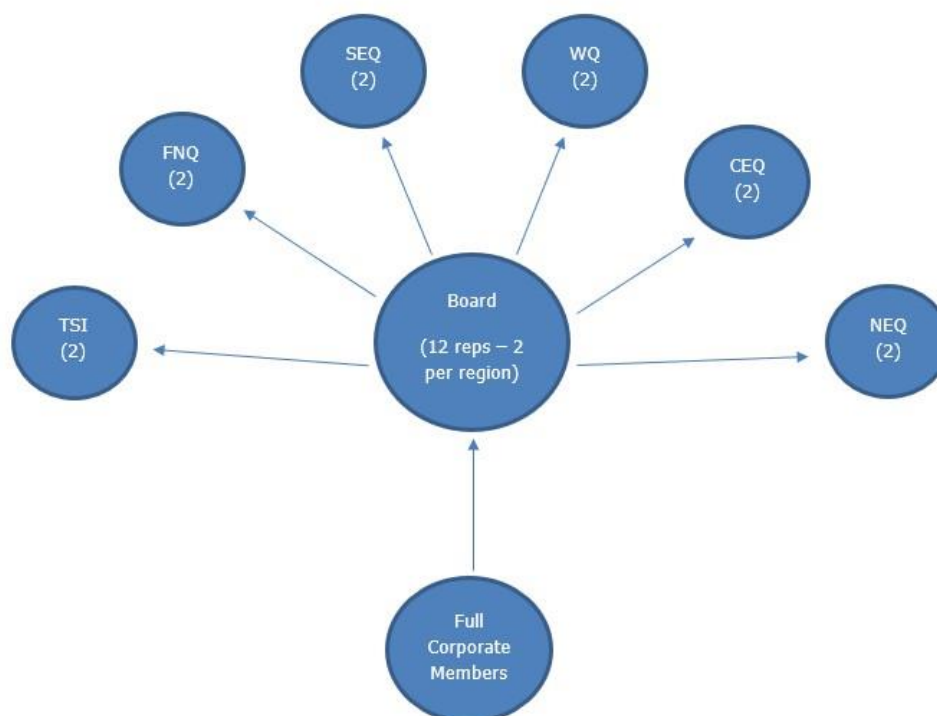
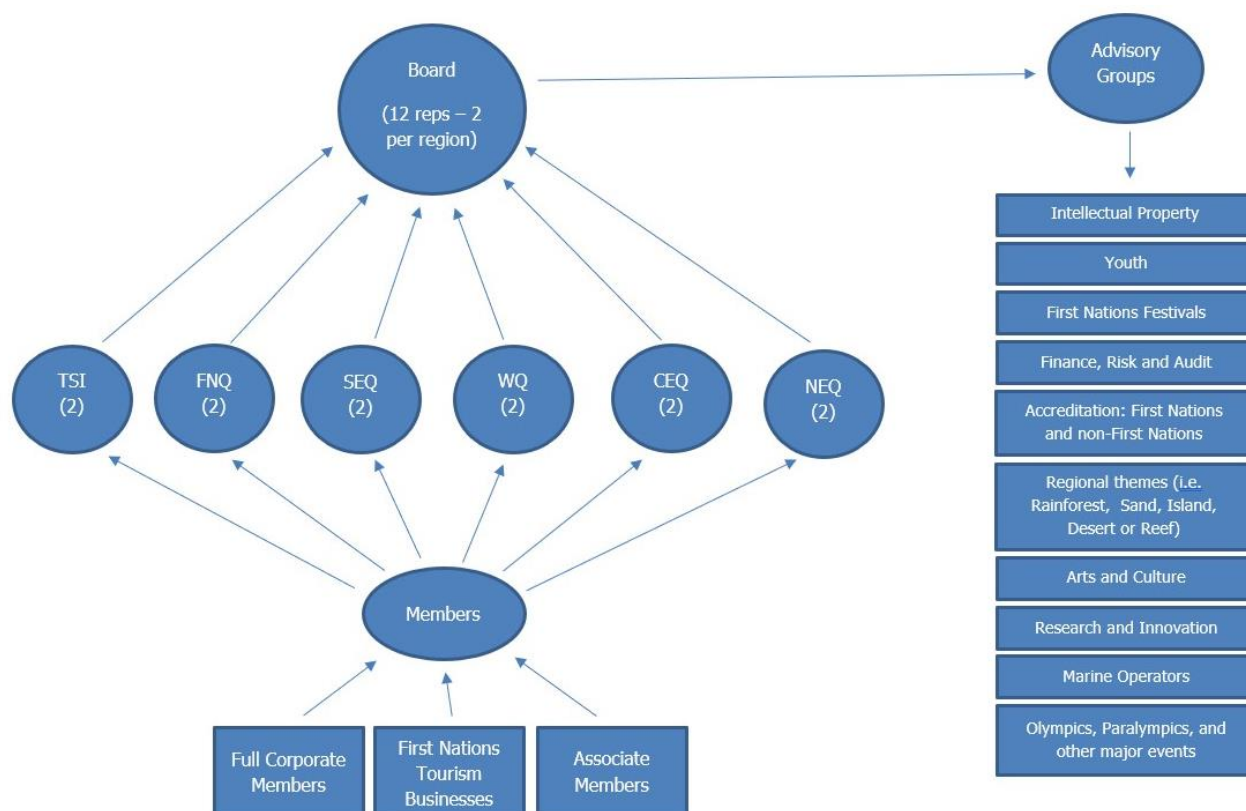


Figure 5: WAITOC regional model and QLD tourism regions



**Figure 6: Proposed Directorship structure**



**Figure 7: Proposed governance structure**





### 4.3.5 Proposed Board positions

Proposed Board positions differ from the Queensland RTO model of tourism regions, as to reflect the diversity and location of First Nations communities throughout the state. The board will comprise twelve regional directors elected by Full Corporate Members.

- a) The board must include the following directors, elected by Full Corporate Members from their respective nominated region:
  - i. Two directors representing the Torres Strait Islands region.
  - ii. Two directors representing the Far North Queensland region.
  - iii. Two directors representing the Northeast Queensland region.
  - iv. Two directors representing the Western Queensland region.
  - v. Two directors representing the Central East Queensland region.
  - vi. Two directors representing the Southeast Queensland region.

### 4.3.6 Regional representation

The governance structure should incorporate regional representation. Sub-regions may be required to allow for the complex breadth and depth of diversity of First Nations tourism in Queensland.

#### *Regional structure*

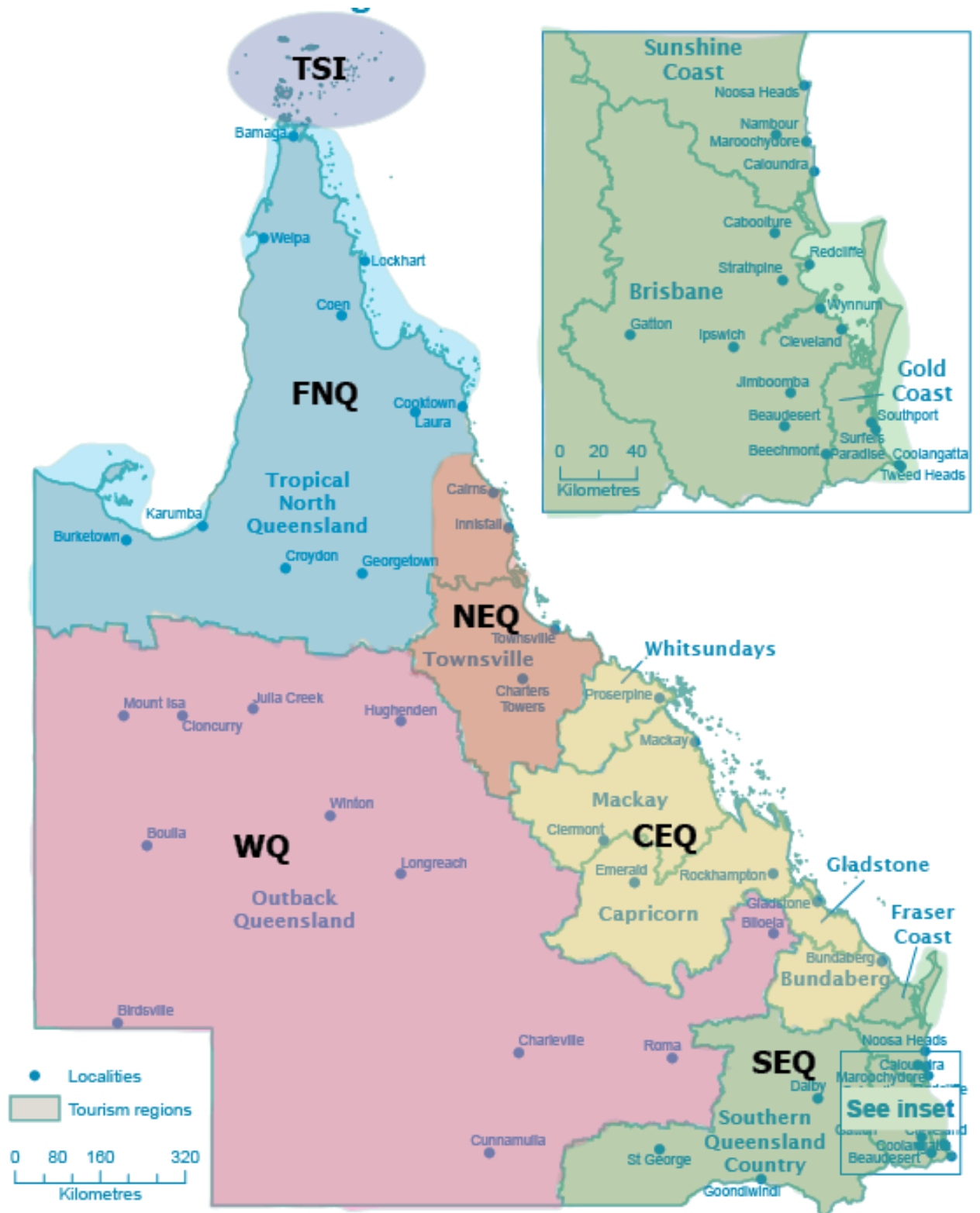
- **Torres Strait:** Representing all the islands of the Torres Strait.
- **Far North Queensland and Gulf:** Encompassing Cape York, Coen, Cooktown, Karumba, Laura, Lockhart, and Weipa.
- **Northeast Queensland:** Including Cairns, Charters Towers, Innisfail, and Townsville.
- **Central East Queensland:** Including Bundaberg, Gladstone, Mackay, Rockhampton, and Whitsundays.
- **Western Queensland:** Encompassing Barcaldine, Boulia, Burketown, Charleville, Cloncurry, Croydon, Cunnamulla, Georgetown, Hughenden, Julia Creek, Longreach, Mt Isa, Roma, St George, and Winton.
- **Southeast Queensland:** Including the Gold Coast, Greater Brisbane, Southern Queensland Country, Gympie, Hervey Bay, Ipswich, and Sunshine Coast.

#### *Regional framework*

Regional frameworks, strategies, and action plans would be left to the regions to determine, to address their own distinct priorities and issues.

#### *Regional engagement by the Peak Body*

It was suggested that events and Board meetings could be rotated around regions to ensure authentic, equitable engagement with regional voices and actions.



*Figure 8: Regional representation structure*

### 4.3.7 Advisory committees and groups

The regional consultations identified that there would be a need to hear the voice of a range of different sub-sectors of the First Nations Tourism sector. It also identified a range of existing First Nations advisory groups and peak bodies in relevant sectors that could be engaged and should not be duplicated. Examples of existing First Nations advisory groups include the following:

- Arts Queensland First Nations Arts and Cultural Panel
- Great Barrier Reef Marine Park Authority (GBRMPA) Indigenous Reef Advisory Committee
- Indigenous Arts Centre Alliance
- Indigenous Chambers of Commerce
- National Indigenous Tourism Advisory Group (NITAG)
- Queensland Art Gallery and Gallery of Modern Art (QAGOMA) Indigenous Advisory Panel
- Queensland Human Rights Commission: Aboriginal and Torres Strait Islander Advisory Group
- Queensland Museum Aboriginal and Torres Strait Islander Consultative Committee (QMATSICC)
- Queensland Treaty Advancement Committee
- Queensland Aboriginal and Torres Strait Islander Education and Training Advisory Committee
- State Library of Queensland Indigenous Advisory Group
- The Aboriginal and Torres Strait Islander Business and Innovation Reference Group
- Tourism & Events Queensland Indigenous Advisory Group
- UMI Arts

The QTIC First Nations Tourism Working Group also noted that the WAITOC Constitution had the power to create Committees for a range of purposes. New advisory groups or committees could cover a range of specialty areas including:

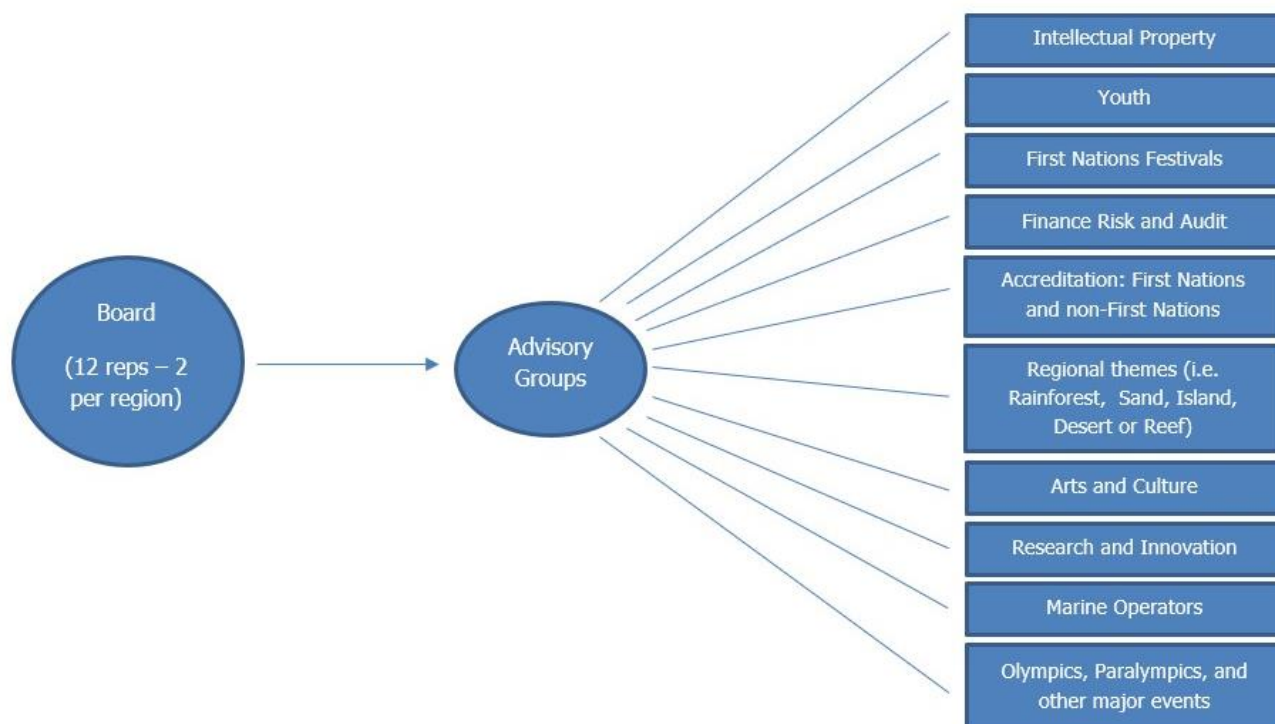
- Cultural centres, museums, and iconic venues
- First Nations festivals
- Regional themes, such as rainforest, sand, island, or desert mobs
- Marine operators
- Youth
- Brisbane 2032 Olympic and Paralympic Games panel
- Major state and national events
- Finance, audit, and risk

#### *Board formation of advisory committees*

The Board may create a committee or committees consisting of any number of Directors, Members, or other persons (including employees, or volunteers of the Organisation) as they think fit. The Board may also delegate any of their powers to a committee. In that case:

- a) The committee must exercise those powers in accordance with any direction of the Board.

- b) A power exercised in accordance with clause 11.3(b)(i) is taken to be exercised by the Board.
- c) If the Board does not delegate any of its powers to a committee, that committee will act as an advisory committee only.



**Figure 9: Board and potential advisory groups**

### 5.3.8 CEO

There was consensus in regional consultations that the Board would appoint a CEO to undertake the day-to-day operations of the new organisation. The CEO would report to the Board. In this regard, the QTIC First Nations Tourism Working Group has drawn on the WAITOC Constitution for appointment of a CEO.

#### *Appointment of CEO*

The following conditions relate to the appointment of a CEO:

- a) The CEO holds office on the terms and conditions, as to remuneration and otherwise, as the Board decides.
- b) The CEO is not required to be a Representative or a Member and must not be a director.

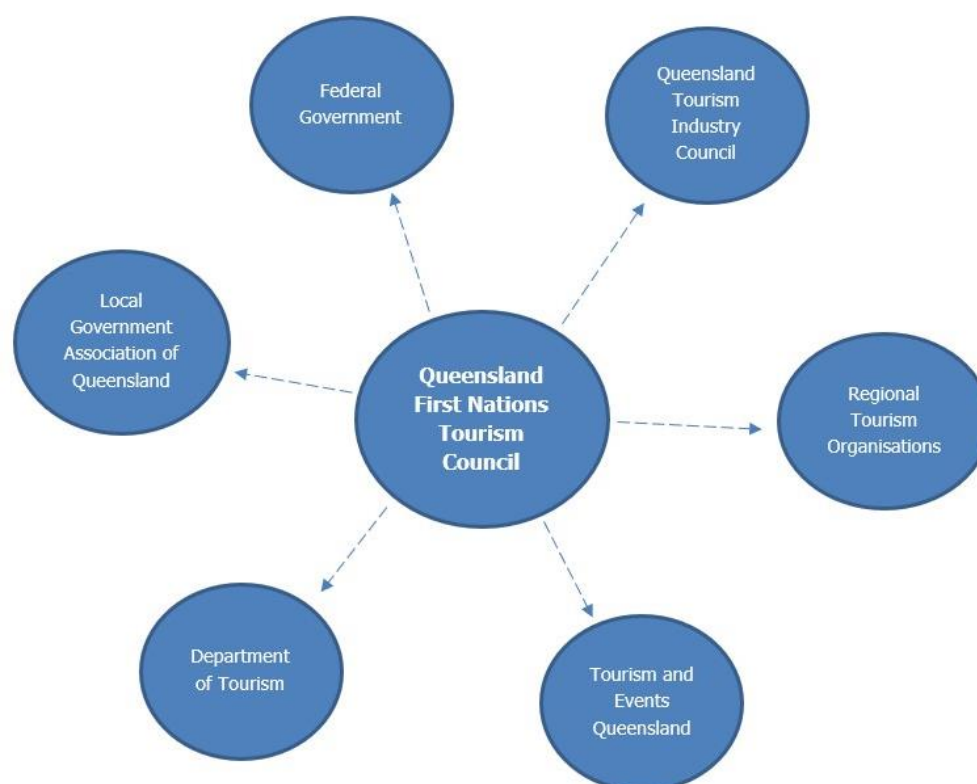


## 4.4 RELATIONSHIPS WITH TOURISM ORGANISATIONS

It was an overwhelming theme across regional consultations that the new body should have its own independent status. It was also consistently raised about having a strong relationship with other key tourism sector organisations including QTIC (seen to be a sister body), TEQ, and the network of Regional Tourism Organisations (RTOs).

The body would need to work closely with the Local Government Authority Queensland (LGAQ), Aboriginal and Torres Strait Shire Councils and the Torres Strait Regional Authority.

To ensure that there was clarity of roles and relationships, it was favoured that formal Agreements and MOUs with government and industry were favoured to achieve this outcome. Due to the nature of the cultural tourism sector, there was also discussion of coordination and strong relationships with other sectors including sport, arts, environment, conservation, natural resource management.



**Figure 10: Links with external tourism organisations**

#### 4.4.1 Resource Sharing

The consensus across most regions consulted was that whilst it was essential to be an independent organisation, positioning and co-locating the Peak Body with and around industry bodies like QTIC in its formative years was logical and beneficial for building good relationships and building capacity of the Peak Body where required. QTIC, TEQ, and RTOs all offered to partner and examine these opportunities where appropriate, and the regional consultation participants for the most part favoured sharing resources in the formation years, if the organisation remained independent.

### 4.5 FUNDING

The consensus was that funding for the organisation should come from a range of sources including government funding, membership fees, ethical sponsorship, philanthropy, and revenue generating activities like state events. In terms of government funding, it was noted that Western Australia's State Government announced a \$20 million Aboriginal Tourism Fund and a new plan announced at the WA Regional Tourism Conference. The *Tjina: Western Australian Aboriginal Tourism Action Plan*<sup>19</sup> was developed by Tourism Western Australia and other government agencies with the Western Australian Indigenous Tourism Operators Council and the Aboriginal tourism industry.

The four-year plan, backed by the \$20 million Aboriginal Tourism Fund, will support a range of initiatives:

- The development of new Aboriginal tourism experiences and more Aboriginal people working in the tourism industry.
- The development of administration and booking systems to support Aboriginal tourism businesses.
- Up to three new *Camping with Custodians* campgrounds (in the same vein as those established by WAITOC)<sup>20</sup>.
- An increase in tourism experiences on the Dampier Peninsula, after the Cape Leveque Road was sealed last year.

It was also noted that in other sectors such as the arts, Government funds peak bodies. In Cairns, organisations such as UMI Arts and the Indigenous Art Centre Alliance (IACA) are supported through this funding source<sup>21</sup>.

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<sup>19</sup>

[https://www.parliament.wa.gov.au/publications/tabledpapers.nsf/displaypaper/4110201a8cd67a6e1741f7b1482586ce00099015/\\$file/201+\(2021\).pdf](https://www.parliament.wa.gov.au/publications/tabledpapers.nsf/displaypaper/4110201a8cd67a6e1741f7b1482586ce00099015/$file/201+(2021).pdf)

<sup>20</sup> [https://www.waitoc.com/application/files/9616/0030/6371/WAITOC\\_Campgrounds\\_and\\_Retreats\\_2020.pdf](https://www.waitoc.com/application/files/9616/0030/6371/WAITOC_Campgrounds_and_Retreats_2020.pdf)

<sup>21</sup> <http://www.umiarts.com.au/>; <https://iaca.com.au/>.



### **4.5.1 Recommendation**

The State and Federal Government should be approached for multi-year funding for the new body operation and to implement relevant elements of the pillars under the Queensland First Nations Tourism Plan.

## **4.6 PURPOSE OF PEAK BODY**

The consultations identified the following broad responsibilities of the Peak Body:

- Respond to state issues and contribute to relevant programs.
- Regional coordination and strategy development.
- Engage with industry and government on behalf of tourism operators and membership base.
- Promote authenticity, cultural protocol, and lore.
- Conduct advocacy across all levels of government.
- Implement the Queensland First Nations Tourism Plan.
- Participants and representation in the Coalition of Peaks<sup>22</sup>
- Advocate for First Nations tourism at a national level
- Establishing a tourism-specific National Peak Body
- Advocate for First Nations tourism support to benefit from the 2032 Olympic and Paralympic Games.

## **4.7 PRIORITIES**

Suggested priorities for the Peak Body varied across regions. However, the broad scope of these key priorities is identified in the Queensland First Nations Tourism Plan:

- Establishment of the Peak Body
- Advocacy
- Small business support
- Training
- Mentoring
- Capacity building
- Resourcing regions
- Industry regulation
- Intellectual property

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<sup>22</sup> <https://coalitionofpeaks.org.au/>



#### **4.7.1 Proposed objects and powers of the Organisation**

To progress the establishment of the organisation, the QTIC First Nations Tourism Working Group has drawn on the WAITOC model for its objects and powers being:

- a) The objects for which the organisation is established are to:
  - i. Promote and raise the profile of Queensland's First Nations tourism industry on a state and national level.
  - ii. Encourage and support new and emerging First Nations tourism operators in Queensland.
  - iii. Encourage greater collaboration between First Nations tourism operators and non-First Nations tourism operators including the promotion of joint ventures.
  - iv. Encourage the development of the existing First Nations tourism industry in Queensland.
  - v. Encourage the employment of First Nations people by the wider tourism industry.
  - vi. Encourage and develop a better relationship between Aboriginal tourism operators and Queensland, Australian and private tourism organisations.
  - vii. Developing new and innovative ways of delivering services that advance the understanding of First Nations culture and heritage.
  - viii. Raising and promoting government and community awareness of First Nations culture and heritage.
  - ix. Provision and promotion of training and education relating to the delivery of tourism services, First Nations culture and heritage.
  - x. Act in a manner consistent with that of a registered charity.
  - xi. Pursue purposes that are incidental or ancillary to, and in furtherance or in aid of, the foregoing objects and purposes.
- b) The organisation has all the powers of an incorporated association set out in the Act.
- c) The organisation may use its powers to do anything which it considers necessary or convenient for carrying out the objects.



## 5. NEXT STEPS

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1. This discussion paper will be circulated to First Nations stakeholders, industry partners, and relevant government officials and departments for invited comments, views, and ideas.
2. During this time, the QTIC First Nations Tourism Working Group will continue to undertake further consultations via workshops, online meetings, and surveys.
3. After the conclusion of the consultation period, the Working Group will collate feedback for consideration, prior to adopting a cohesive model for the Peak Body.
4. QTIC will then look to formally establish and launch the Peak Body later in 2021, as a legacy for the Queensland Year of Indigenous Tourism.

The QTIC First Nations Tourism Working Group encourages everyone to contribute to the process. If you would like to participate, please contact the QTIC Indigenous Program Manager (Rhonda Appo) by phone at (07) 3236 1445 or email at [rhonda.appo@qtic.com.au](mailto:rhonda.appo@qtic.com.au).