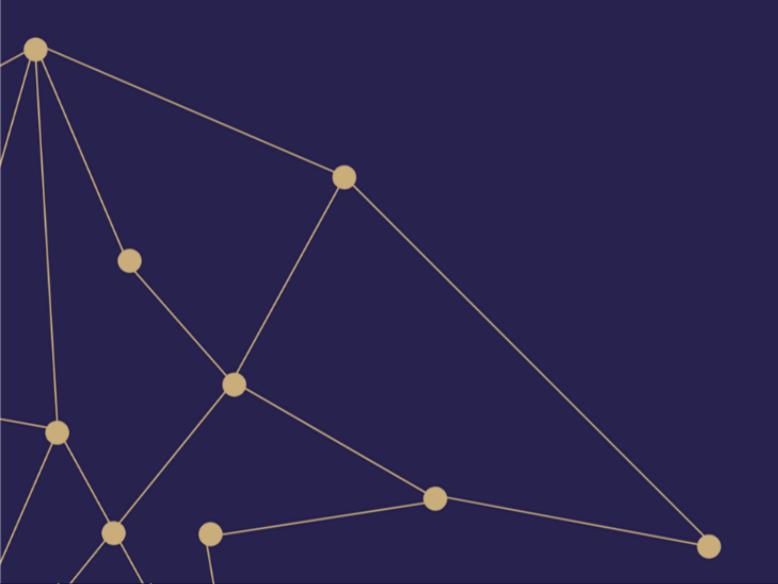


Australian Chamber – Tourism Pre-Budget Submission

January 2023





Working for business. Working for Australia

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Australian Chamber – Tourism urges the government to ensure the 2023-24 Budget includes a number of dedicated initiatives to overcome current constraints to tourism growth. This will enable the sector to successfully contribute to Australia's future economic and social wellbeing, and spread the benefits across the country.

Tourism is an essential driver of the Australian economy. Prior to the COVID-19 restrictions, tourism was major contributor to the Australian economy, adding \$60.8 billion to the national GDP, and domestic and international tourism spend totalling \$166 billion. There was a direct benefit to the regions, with 44 cents of every tourism dollar spent in regional destinations. The tourism sector has been severely impacted since COVID-19 restrictions, with total expenditure losses since the start of the pandemic estimated to be at \$146.5 billion.

While the domestic tourism market has experienced a strong recovery, there is still a long way to go in terms of the international tourism market, with arrivals at 53 per cent of pre-COVID restriction levels. With tourism a driver of growth for the Australian economy, it is a crucial that the policy settings encourage growth of this industry. This is particularly the case now that China has reopened, with China being Australia's largest inbound market for visitor arrivals, and largest market for total spend and visitor nights. We need to ensure the policy settings are right so we can attract and capitalise on this key market.

Australian Chamber – Tourism has identified key policy initiatives for the government's consideration in order to capitalise on the potential of the visitor economy. The initiatives outlined to rebuild tourism are not unfunded suggestions put forward by the industry; the Passenger Movement Charge (PMC) is collected from all departing passengers and collected at \$1.23 billion per annum¹ prior to the COVID-19 restrictions. With travel now bouncing back, the PMC generated over \$60 million in revenue during October 2023 and over \$70 million during November 2023.

When established in 1988 as the Departure Tax, the stated aim was to recover costs associated with passenger processing at Australia's air and sea ports. In subsequent budgets, the Departure Tax was linked to the promotion of tourism either through marketing or through the removal of cost barriers to travel.

The Australian Chamber – Tourism believes that the collections of the PMC is an important source of revenue from the tourism sector that should be attributed to the sector. In addition, until such time that the expenditure outstrips receipts, the PMC should be frozen (initially for a further five years).

Australian Chamber – Tourism also supports the recommendations made in the broader ACCI pre-budget submission regarding skills, employment and migration.

Recommendation 1:

- Make support available to ensure a strategic return of aviation access into Australia
- Increase Tourism Australia funding to \$200 million per annum, including an allocation to the China restart and the Business Events Bid Fund

¹ Estimated from FY17 receipts and FY19 departures.



Recommendation 2:

 Freeze the Passenger Movement Charge for at least another five years, and increase transparency about the use of the funds

Recommendation 3:

Implement an adequately-funded co-investment scheme (Export Market Development Grant or similar) that
is streamlined and has appropriate eligibility, particularly for tourism businesses that will need to rebuild trust
and confidence in diversified markets (including access by previous EMDG recipients)

Recommendation 4:

- Accelerate visa reform, including acting on the competitiveness review of visa charges, as well as rapid rollout
 of streamlined and online visa processes
- Ensure ETAs are available in a wide range of languages other than English

Recommendation 5:

- Retool passenger facilitation systems to enable effective and efficient contactless movement through Australian ports
- Increase funding for airports wishing to commence international routes.

Recommendation 6:

- Commence an improvement and/or transition of the Tourist Refund Scheme system from a government-run system to a world-class outsourced digital system containing the required fraud and security controls, which was a recommendation of the recent Australian National Audit Office report into the management of the Tourist Refund Scheme
- Evaluate the option to transition to a user-pay system where a commission is deducted from the traveller refund amount to self-fund the digital enhancements. This is the global standard for other countries that operate similar schemes
- Reduce the minimum purchase amount from \$300 to \$100, which is the global average for other countries
 that operate similar schemes. The current amount of \$300 is the fourth highest in the world and reducing this
 limit will help drive retailer recovery post-COVID

Recommendation 7:

Increase Australia's ability to harness the opportunities of agritourism, including by ensuring funded projects
will align with THRIVE 2030, state and regional tourism strategies under any replacement Building Better
Regions Fund. Commit to work with industry in setting criteria/applicant evaluation to enable adequate visitor
infrastructure, and unique, distinctly Australian experiences



- Continue the prioritisation of funding for tourism infrastructure projects under all existing hard and soft infrastructure grants
- Product development should include support for tourism businesses to support sustainability goals

Recommendation 8:

In relation to employment:

- Adequately fund the enhanced services for the New Employment Services Model to ensure it is able to function as intended
- Ensure the settings are right for the replacement Youth Jobs PaTH program and extend it to other cohorts
- Make improvements to disability employment services aimed at supporting employers to recruit and retain people with disability
- Introduce stronger policies to make childcare more accessible, with more options available to assist parents to return to the workforce sooner
- Implement an awareness campaign to assist people in identifying transferable skills
- Allow pensioners to keep more of their age pension by doubling the current aged pension Work Bonus and extend the increase to at least 30 June 2024

In relation to skills development:

- Ensure the inclusion of entry-level Certificate I III programs to be funded by states as part of the National Agreement for Skills and Workforce Development
- Continue to provide wage subsidies of 30 per cent in the first year of apprenticeships and traineeships, without limitation by any list
- Reinstate completion incentives of \$2,500 to employer and \$5,000 to the apprentice or trainee to assist in the completion of their training
- Expand the focus on micro-credentials to support opportunities for flexible learning and training

In relation to migration:

- Increase the permanent migration intake, including a significant increase in the cap on skilled migration to 200,000 for the next two years at least
- Ensure the Temporary Skilled Migration Income Threshold is set at a level that does not inadvertently exclude tourism and hospitality occupations that current have access to the skilled migration program
- Allow sponsoring employers to demonstrate their commitment to training by either (at the sponsor's choice) paying a training levy set at half the current rate, or providing evidence of existing spending on training at either the equivalent of 1 per cent of payroll, or equivalent to the amount of the levy for each visa applicant. Expand the refund criteria to include any unsuccessful applications



1 Increase Tourism Australia Funding

As borders continue to open and marketing campaigns are activated across the world, a significant effort will be required to compete with other countries for tourists, and to ensure Australia remains an attractive destination and attracts visitors in a highly competitive international market.

Tourism Australia is a world leader when it comes to international destination marketing and it is critical that it remains so given the highly competitive international tourism market. Tourism Australia is tasked to promote Australian tourism at a time in which there will be fierce competition in the global market to capture tourist spend. This is particularly the case now that the Chinese market has reopened. Tourism Australia must have adequate funding and resourcing so that it can deliver on the marketing effort required so that Australia can successfully compete with other destinations.

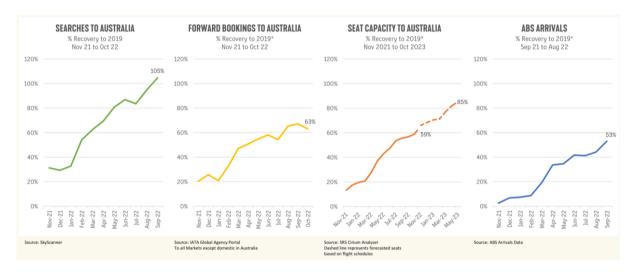


Figure (i) – Search, Forward Bookings, Capacity and Arrivals into Australia

As can be seen from the images above, searches to Australia have surpassed pre-COVID restriction levels (at 105 per cent), however, this is not translating to bookings (at 63 per cent) or arrivals (at 53 per cent). Whilst the latter is based on data from August, there is still a clear pattern of interest in travelling to Australia not converting to actual visitation. This is likely based on a blend of capacity and price of airline seats, and competition among our competitor destinations.

Aviation access is a key factor in Australia's tourism recovery. Whilst to some extent the supply of seats will follow demand, currently demand is being deterred by the cost and availability of seats. There is a good case for intervention to attract further services to strategic ports in Australia. This work is being done by states and territories through their various aviation attraction funds, however this is based on the interests of those jurisdictions and not the strategic interests of the country. The federal government should make support available to ensure a strategic return of aviation access into Australia.

Following the COVID-19 restriction period, every nation in the world has rebooted its tourism industry. Australia's key competitor markets, such as Japan, New Zealand and Hawaii, have invested large amounts of money to bring back demand as strongly and quickly as possible. Tourism Australia has received an increase in funding that will enable Australia to rebuild market share but only whilst investment is being diverted from the Chinese market.

Now that the Chinese market is able to travel, there is an expectation that demand for outbound travel will be very high. The Chinese borders have only recently been reopened so initial statistics are yet to be



released, however as demonstrated in figure (ii), the prediction is that there will be a strong rebound in visitation by Chinese into Australia. However, this is dependent upon significant investment into direct marketing onshore in China.

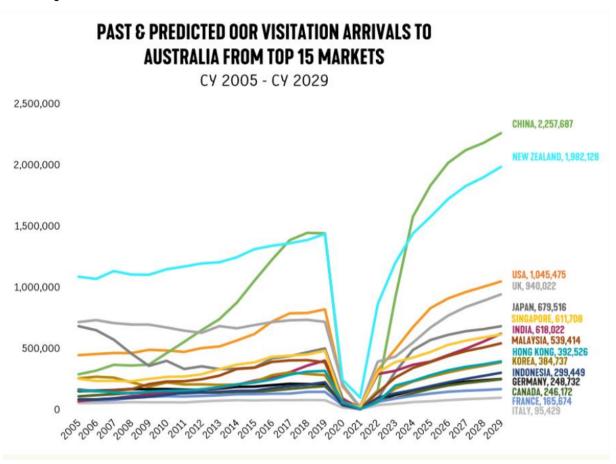


Figure (ii) - OOR Visitation to Australia - source Oxford Economics.

Before the pandemic restrictions, an average of 1.4 million Chinese visitors spent more than \$12 billion in Australia every year. In 2019, China was Australia's first largest inbound market for visitor arrivals and largest market for total spend and visitor nights, so the value of this market is clear. Chinese travel platform Ctrip reported that, soon after the Chinese government announced the relaxation of travel restrictions late last month, searches for popular cross-border destinations had increased 10-fold. Destinations in demand included Macau, Hong Kong, Japan, Thailand and South Korea.² China is a very sought-after market by all Australia's competitors, and it is vital that Tourism Australia is provided with the funding to ensure we can re-attract this key market. Investment into aviation attraction is also required to support market diversification beyond China alone.

Business Events Bid Fund

The Business Events Bid Fund program offers an effective mechanism to improve our global competitiveness. In addition to direct marketing in China, Australia needs to invest in, and incentivise, event attraction from China. The allocation of the Business Events Bid Fund in the 2022-23 Budget was

² AFR, 'Tourism to fully recover by early 2024, but China tests a worry', 4 January 2023



appreciated, however this fund has been expended and further investment is required to attract business events back to Australia from China.

The fund should also be extended for smaller events in regional destinations such as, for example, Canberra, Cairns, and Hobart. Regional events in priority industry areas that are a minimum of 200 international attendees should be able to apply, as opposed to the current 500 across the board. A smaller contribution to the bid could be made for regional events (i.e. a portion of the \$50,000 cap that is currently the case).

We emphasise the importance of an ongoing research agenda in partnership with industry to measure the size, value and growth of the business events sector, as funded in last year's Budget.

As mentioned above, these measures will create a strong return on investment, particularly in terms of visitor spend when in Australia.

Recommendation 1:

- Make support available to ensure a strategic return of aviation access into Australia
- Increase Tourism Australia Funding to \$200 million per annum, including an allocation to the China restart and the Business Events Bid Fund

2 Passenger Movement Charge

Existing taxes and charges are likely to reduce demand for tourism services. In the 2019 Travel and Tourism Competitiveness Report, Australia ranked 130th of 140 countries for tourism price competitiveness. The component that creates this abysmal ranking is ticket taxes and airport charges. This includes the price of visas to come to Australia as well as the Passenger Movement Charge (PMC).

The PMC has increased by over 120 per cent since it was first introduced (to replace the departure tax) in 1995. A five-year freeze on any increases to the passenger movement charge commenced on 1 July 2017, meaning that it will shortly be open to government to once again increase the amount. In a post-pandemic-restriction travel environment, where competition for visitation in the international market is intense, even a small disadvantage will set us back considerably. The PMC should be frozen for at least another five years, and there should be much greater transparency about the use of the funds.

Recommendation 2:

 Freeze the Passenger Movement Charge for at least another five years, and increase transparency about the use of the funds



3 Implement an adequately funded co-investment scheme

After a sustained international marketing effort, the most effective way to grow visitor demand is to leverage the investment of individual tourism businesses. Co-investment programs, such as the Export Market Development Grant (EMDG) scheme are a very effective way to assist businesses to grow and/or diversify their markets, provided the eligibility and scheme meets the needs of industry. This is directly linked to repairing and regrowing the export component of the visitor economy, a key element of achieving the targets set out in *THRIVE 2030* and ensuring the visitor economy can continue to grow, benefiting all Australians. Research has shown that EMDG grants produce a multiplier effect of up to \$27 for each dollar spent.

We need to ensure the EMDG Scheme (or any similar replacement scheme) is sufficiently streamlined, simplified and funded to ensure businesses are able to successfully access and utilise the scheme.

Recommendation 3:

 Implement an adequately funded co-investment scheme (EMDG or similar) that is streamlined and has appropriate eligibility, particularly for tourism businesses that will need to rebuild trust and confidence in diversified markets (including access by previous EMDG recipients)

4 Accelerate Visa Reform

Australia needs to be competitive with other destinations as far as cost and the traveller experience is concerned. As a long haul destination for many markets, Australia is costly to visit and therefore visitors are 'high value travellers' and have expectations of cost and experience that we must measure up to. Australia ranks 130th of 140 countries for tourism price competitiveness. Components of this, that create this poor ranking, are ticket taxes and airport charges.

The first experience of Australia, for an international visitor, is obtaining a visa to come to Australia. The Competitiveness Index acknowledges Australia's improvements in visa conditions between 2013 and 2015, but still ranked Australia below the top five destinations for Chinese tourists. Since the index was released, the United States has added a 10-year visa for Chinese visitors costing US\$160, Germany has significantly reformed its visas and the United Kingdom has flagged reforms. In the absence of government action, Australia's 10-year visa for Chinese visitors will be at a cost more than four times higher than the US. This is acknowledged in the 2019 index. In 2019, China was Australia's largest inbound market for visitor arrivals and largest market for total spend and visitor nights. It is vital that measures are progressed to ensure this market is retained as it reopens.

In addition, we note that the working holiday maker (WHM) visa fee has recently increased (from \$495 to \$510). While this is a standard increase, it is another disincentive and sends the wrong message when we are competing with other countries to attract WHMs who are of great value to Australia noting in pre-COVID restriction times WHM contributed \$3.2 billion, as well as their role in addressing workforce shortages. Other visa classes such as international student visas also have an impact on visitation and



workforce, with \$98.8 million generated through visits by students' friends and relatives in Queensland alone.3

The Australian Chamber – Tourism urges accelerated visa reform, including more rapid roll-out of streamlined and online visa processes for citizens in rapidly expanding markets such as China, India and Indonesia. In particular, the Australian Chamber – Tourism urges the government to undertake a thorough review of visa pricing with a view to enhancing Australia's competitiveness as a tourist destination. As part of this, the 2020-21 competitiveness review of visa charges, fees and processes should be promptly published and acted upon.

In addition, there are accessibility issues relating to the Electronic Travel Authorities (ETAs) – these should be available in a wide range of languages other than English.

Tourism creates a valuable pool of travellers who can share their experiences with others and who may return to visit Australia. As well as being ambassadors for Australian tourism, many visitors make several trips across their lifetime. For each new international visitor to Australia, there is a lifetime value in connection to the multiple trips they will make to Australia, which can range from \$14,000 to \$38,000.4 Given the value of visitation, implementation of these measures will only seek to enhance Australia's attractiveness and economic contribution of the industry.

Recommendation 4:

- Accelerate visa reform, including acting on the competitiveness review of visa charges, as well as rapid rollout
 of streamlined and online visa processes
- Ensure ETAs are available in a wide range of languages other than English

5 Improve Passenger Facilitation

With Australia's border reopened for almost a year, and key markets bouncing back, it is an ideal time to further invest in streamlining the systems and processes for movements of passengers across the border. Passenger facilitation systems must be retooled to enable contactless movement through Australian ports. The return to effective implementation of new generation of Smart Gates will greatly improve passenger movements.

Further trials of coordinated passenger identification, luggage handling, security screening and processing, including co-operation between ports, airlines and ships must be progressed as a matter of priority. Australia is losing competitiveness in the area of passenger facilitation in ports, which will affect our attractiveness as a destination, impacting our ability to generate visitor spend.

Additionally, the decision to pass on the full fixed and variable costs of facilitating passenger movements for all new commencing international services to the ports themselves is a disincentive to the growth of services and routes.

Smaller airports wishing to commence international routes will not be able to fully fund the Border Force passenger facilitation charges on an ongoing basis, and thus will abandon the idea of expansion altogether, stymying tourism growth and dispersal to the regions.

³ https://statements.qld.gov.au/statements/88670?msclkid=f0e084e1cc3711ec9892ffe7859e9637

⁴ Deloitte Access Economics, The Value of Tourism, June 2021.



To address this, Australian Chamber – Tourism is calling for increased funding for airports wishing to commence international routes.

Recommendation 5:

- Retool passenger facilitation systems to enable effective and efficient contactless movement through Australian ports
- Increase funding for airports wishing to commence international routes

6 Reform the Tourist Refund Scheme

With travellers allowed a refund of the taxes on purchases totalling at least \$300 from a single business. the Tourist Refund Scheme (TRS) is a major factor in boosting Australian retail sales to international travellers and provides an incentive for visitors to purchase in Australia.

Prior to COVID-19 restrictions, departing tourists were being delayed by long queues while they wait for paper-based manual processing of their goods and services tax (GST) refunds. The system has delayed the departure of international flights and left a negative final impression of Australia by departing travellers. The online reviews of the TRS and the related mobile application reflect this and indicate that the experience of many has acted as a deterrent to future retail sales. In comparison, other countries have forged ahead with simple and quick end-to-end digital online processing.

Shopping is a key holiday attraction for many tourists, particularly from Asia, and our outdated system is a deterrent to return visits and to increasing retail sales. In the COVID-19 restriction recovery period, every dollar that can be earned from international visitors will be vital to capture. The efficiency of the TRS will assist in creating additional retail spend within the visitor economy.

Recommendation 6:

- Commence an improvement and/or transition of the Tourist Refund Scheme (TRS) system from governmentrun to a world-class outsourced digital system containing the required fraud and security controls, which was a recommendation of the recent Australian National Audit Office report into the management of the TRS
- Evaluate the option to transition to a user-pay system where a commission is deducted from the traveller refund amount to self-fund the digital enhancements. This is the global standard for other countries that operate similar schemes
- Reduce the minimum purchase amount from \$300 to \$100, which is the global average for other countries that operate similar schemes. The current amount of \$300 is the fourth highest in the world and reducing this limit will help drive retailer recovery post-COVID

7 Developing Australian Product

Re-growing the number of domestic and international visitors presents the challenge of continuing to provide a diverse range of product that will attract new and repeat visitors, along with promoting



geographic dispersal of visitors and ensuring that tourism infrastructure is up to the task. Federal governments have an inconsistent history when it comes to funding tourism-related and demand-driven infrastructure. Local grant programs appeal to governments and local members because they can produce valuable product. On occasion, they fail to link their focus and investments to the broader objectives. There is an ongoing need to fund tourism-related infrastructure including smaller projects that can drive demand and develop quality product by understanding existing and potential markets.

The Australian Chamber – Tourism recommends the government consult with industry in the allocation of tourism development funding and the infrastructure programs for tourism.

Developing product in regional Australia

Agritourism is a key opportunity for developing product in regional Australia. Regional experiences are vital in Australia becoming internationally competitive, in driving visitation, and to meeting the regional targets set in the *THRIVE 2030* Strategy. Developing agritourism will provide our visitors with unique, distinctly Australian experiences. While investment is required for product development in agritourism, equally of importance is the need to consider red-tape reduction that enables innovation and growth.

Prioritising Tourism Infrastructure Projects

There is a need to improve tourism-related infrastructure and support demand-driven projects. Prioritising infrastructure with the aim of boosting local tourism has wider benefits for an entire local community. Increasing the capacity of a regional conference centre, a road leading to a local attraction, improving facilities for tourism vessels such as houseboats or expanding a regional airport directly benefits not just tourism operators, but the regional economy more broadly. Long-term projects such as these will increase local tourism numbers and deliver benefits to the wider community, directly and indirectly, year on year. The Australian Chamber – Tourism also highlights the need for prioritisation of ground and waterways infrastructure for tourism.

In relation to supporting business events, consideration should also be given to conducting a national audit and infrastructure study of local and regional capacity and potential, including transport, venues, accommodation, catering, attractions and event planners. Such an audit would support informed planning, investment attraction and growth, especially in regional areas.

Recommendation 7:

- Increase Australia's ability to harness the opportunities of agritourism, including by ensuring funded projects
 will align with THRIVE 2030, state and regional tourism strategies under any replacement Building Better
 Regions Fund. Committing to work with industry in setting criteria/applicant evaluation to enable adequate
 visitor infrastructure, and unique, distinctly Australian experiences
- Continue the prioritisation of funding for tourism infrastructure projects under all existing hard and soft infrastructure grants
- Product development should include support for tourism businesses to support sustainability goals



8 Implement measures to address workforce shortages

The tourism sector faces severe skills and labour shortages impacting its ability to rebuild and recover effectively. The tourism industry is about 167,000 people short. This has resulted in businesses in the travel, tourism, accommodation, hospitality and events sectors having to reduce their operating hours, offer more limited services or even close their doors due to lack of staff. Capacity is currently constrained to around 74 per cent, impacting recovery and the sector's ability to reassert itself as a leader in the international tourism sector.

The commitment to providing funding for a promotional campaign to encourage career pathways in tourism and hospitality is a welcome initiative and something Australian Chamber – Tourism has long been calling for. We urge the government to ensure this campaign is implemented as soon as possible.

In addition, the skills and labour shortages need to be addressed in three major ways: skills development, employment participation and migration. There are a range of solutions canvassed in our submission to the Employment White Paper in more detail, with some of the key recommendations outlined below. We also support the recommendations and commentary outlined in the broader ACCI Pre-Budget Submission in this regard.

Workforce shortages are further compounded by a lack of available and affordable housing in both major cities and regional locations. Urgent measures are required to mitigate the issue so that employees are able to secure accommodation.

Recommendation 8:

In relation to employment:

- Adequately fund the enhanced services for the New Employment Services Model to ensure it is able to function as intended
- Ensure the settings are right for the replacement Youth Jobs PaTH program and extend it to other cohorts
- Make improvements to disability employment services aimed at supporting employers to recruit and retain people with disability
- Introduce stronger policies to make childcare more accessible, with more options available to assist parents to return to the workforce sooner
- Implement an awareness campaign to assist people in identifying transferable skills
- Allow pensioners to keep more of their age pension by doubling the current aged pension Work Bonus and extend the increase to at least 30 June 2024

In relation to skills development:

 Ensure the inclusion of entry-level Certificate I – III programs to be funded by the states as part of the National Agreement for Skills and Workforce Development



- Continue to provide wage subsidies of 30 per cent in the first year of apprenticeships and traineeships, without limitation by any list
- Reinstate completion incentives of \$2,500 to employer and \$5,000 to the apprentice or trainee to assist in the completion of their training
- Expand the focus on micro-credentials to support opportunities for flexible learning and training

In relation to migration:

- Increase the permanent migration intake, including a significant increase in the cap on skilled migration to 200,000 for the next two years at least
- Ensure the Temporary Skilled Migration Income Threshold (TSMIT) is set at a level that does not inadvertently
 exclude tourism and hospitality occupations that current have access to the skilled migration program
- Allow sponsoring employers to demonstrate their commitment to training by either (at the sponsor's choice)
 paying a training levy set at half the current rate, or providing evidence of existing spending on training at
 either the equivalent of 1 per cent of payroll, or equivalent to the amount of the levy for each visa applicant.
 Expand the refund criteria to include any unsuccessful applications.



About Australian Chamber – Tourism

Australian Chamber – Tourism is a part of the Australian Chamber of Commerce and Industry, Australia's largest business advocacy network. Australian Chamber – Tourism represents one in eight Australian businesses engaged in the visitor economy. It brings together key participants in the tourism sector to advocate better policies, including in the areas of tax, regulation, tourism marketing, research, labour supply, visas and infrastructure.

The Australian Chamber of Commerce and Industry speaks on behalf of Australian business at home and abroad.

We are the largest and most representative business advocacy network in Australia.

We represent more than 300,000 businesses of all sizes, across all industries and all parts of the country, employing over four million Australian workers.

Our membership comprises all state and territory chambers of commerce and leading national industry associations. Individual businesses are also members of the Australian Chamber's Business Leaders Council.

The Australian Chamber of Commerce and Industry represents hundreds of thousands of businesses in every state and territory and across all industries. Ranging from small and medium enterprises to the largest companies, our network employs millions of people.

ACCI strives to make Australia the best place in the world to do business – so that Australians have the jobs, living standards and opportunities to which they aspire.

We seek to create an environment in which businesspeople, employees and independent contractors can achieve their potential as part of a dynamic private sector. We encourage entrepreneurship and innovation to achieve prosperity, economic growth and jobs.

We focus on issues that impact on business, including economics, trade, workplace relations, work health and safety, and employment, education and training.

We advocate for Australian business in public debate and to policy decision-makers, including ministers, shadow ministers, other members of parliament, ministerial policy advisors, public servants, regulators and other national agencies. We represent Australian business in international forums.

We represent the broad interests of the private sector rather than individual clients or a narrow sectional interest.

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