



Governance of the

# GREAT OCEAN ROAD REGION

Issues Paper

Dormant  
Tower Hill Volcano

Moyjil - Point Ritchie  
Aboriginal site  
possibly up to

**80,000**

years old

Over  
**14 public entities**

**2/3**  
journeys are  
day trips

Nearly **170,000**  
hectares  
of Crown land

Up to  
**11,000** visitors  
a day to the 12 Apostles

Over  
**200**  
shipwrecks

**5.4m**  
visitors spent

**\$1.3b**  
generating

**2cm/yr**

the rate at which the cliffs  
are being eroded

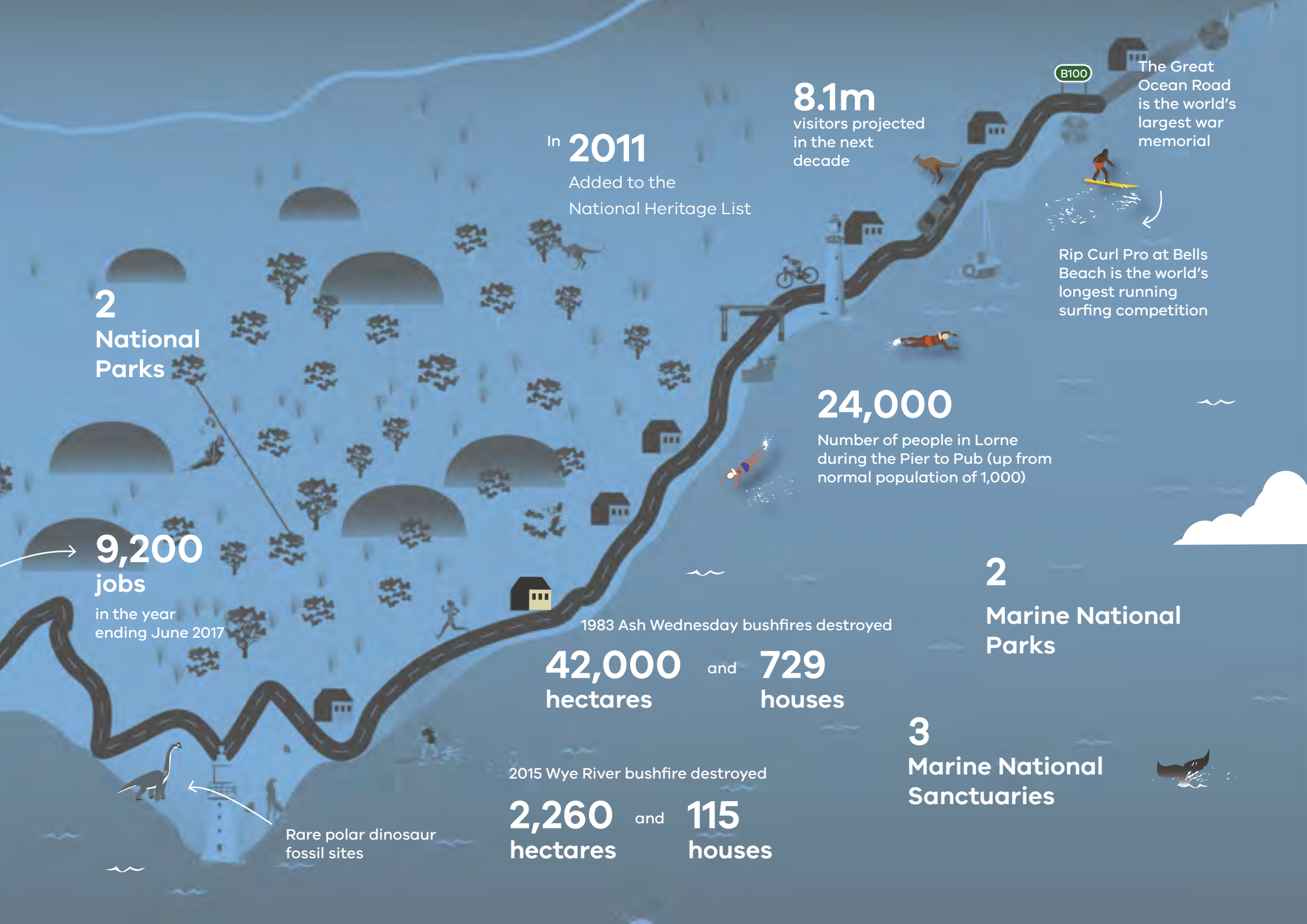
## 2 Traditional Owner groups

Traditional lands of  
Eastern Maar (western and  
middle stretches) and the  
Wadawurrung (eastern end)

From 1846, the 12 Apostles  
were once known as

**"The Sow and Piglets"**

**7** limestone  
stacks (out of  
the original 9),  
known as the  
12 Apostles



In **2011**  
Added to the  
National Heritage List

**8.1m**  
visitors projected  
in the next  
decade

**B100**  
The Great  
Ocean Road  
is the world's  
largest war  
memorial

Rip Curl Pro at Bells  
Beach is the world's  
longest running  
surfing competition

**2**  
National  
Parks

**24,000**  
Number of people in Lorne  
during the Pier to Pub (up from  
normal population of 1,000)

**9,200**  
jobs  
in the year  
ending June 2017

1983 Ash Wednesday bushfires destroyed

**2**  
Marine National  
Parks

**42,000** and **729**  
hectares and houses

**3**  
Marine National  
Sanctuaries

2015 Wye River bushfire destroyed

**2,260** and **115**  
hectares and houses

Rare polar dinosaur  
fossil sites



# Acknowledgement

The Great Ocean Road Taskforce proudly acknowledges the Eastern Maar and Wadawurrung people as the traditional custodians of the Great Ocean Road Region<sup>1</sup>.

We pay our respects to their ancestors and Elders, past and present. We recognise and respect their unique cultural heritage, beliefs and relationship to their traditional lands, which continue to be important to them today.

We recognise the intrinsic connection of Eastern Maar and Wadawurrung people to their traditional lands and value the contribution their Caring for Country makes to the management of the Great Ocean Road Region, its land, its coastlines, its seas and its waterways.

We support the need for genuine and lasting partnerships with the Eastern Maar and Wadawurrung people to understand their culture and connections to country in the way we plan for, and manage, the Great Ocean Road Region. By integrating traditional ecological knowledge with contemporary western ecological knowledge, we can deliver better environmental outcomes and make communities more liveable, sustainable and inclusive.

We embrace the spirit of reconciliation, working towards equity of outcomes and ensuring an equal voice for Australia's first people.

<sup>1</sup> The Traditional Owners of Country (and certain rights in Crown land) are formally recognised for specified geographical areas through agreements established under either the *Victorian Traditional Owner Settlement Act 2010* or the *Commonwealth Native Title Act 1993*, or by appointment as a Registered Aboriginal Party under the *Aboriginal Heritage Act 2006*.





*Left to Right*  
Corroboree Garden,  
Great Ocean Road  
Chocolaterie & Ice  
Creamery.

Adnate mural,  
Warrnambool  
Source: City of  
Warrnambool

**Purpose**

This document has been developed to promote discussion and seek feedback about opportunities to improve the oversight and management of the Great Ocean Road Region. It has been produced in consultation with the Great Ocean Road Taskforce, a project reference group, and key stakeholders.



# Co-chairs message

'By the end of 1921 the Road extended from Airey's Inlet to Lorne, but was just a narrow unsealed track scaling the heights. Motorists had to pay a fee at the toll gate, and they often had to wait for an hour or two until the slow procession of cars coming from the other direction was safely through, after which it was their turn: in most places the road was too narrow to allow cars to pass one another.' – Geoffrey Blainey, *A History of Victoria*



Hon Peter Batchelor  
and Hon Terry Mulder

It is almost 100 years since construction started on the Great Ocean Road.

The first survey work started in August 1918, while Australian soldiers were still fighting on the Western Front. In the end, the backbreaking construction work was carried out by returned servicemen.

Those ANZACs created something special – a permanent memorial to those who served in World War One as well as one of the most famous scenic drives in the world.

Victorians fell in love with the Road as soon as they saw what had been carved out of rock using little more than picks and shovels – and, almost immediately, the Road experienced its first traffic jams.

A century on, Victorians still love the Great Ocean Road.

But we need to be careful we don't love it too much.

Past generations of Victorians worked together to ensure the Road and the people who rely on it remained healthy

and sustainable. Now it's the turn of this generation of Victorians to work together and secure the viability of the Road.

We need to get the balance right between accessibility and sustainability, amenity and liveability, the economy and the community.

To strike the right balance, the Road's stakeholders – from governments to businesses to communities – need to come to terms with the fact that the Great Ocean Road belongs to all Victorians. After all, this is a road built by young men from around the state to commemorate the sacrifices of our soldiers.

The millions of visitors who come to this region will continue to grow in number. The challenge we face is to welcome these visitors and provide a memorable and much-loved experience, while protecting the social, economic and environmental sustainability of the region.

The challenge facing the multitude of agencies who play a role in the

management of the Great Ocean Road Region is to balance competing demands and deliver the best outcome for residents, visitors and investors.

This issues paper is the first step towards balancing those competing demands.

The Taskforce now needs to listen to the views of the diverse communities that live along the Great Ocean Road. Given that each community within the region has its own culture and identity, it's important that we receive feedback from a wide range of people and places.

The community feedback the Taskforce receives will inform the final report we deliver to the Government later this year.

The Great Ocean Road belongs to all Victorians.

Let's work together to ensure it stays *great*.

**Hon Peter Batchelor and Hon Terry Mulder**  
Co-chairs Great Ocean Road Taskforce

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1.

Introduction



# Introduction

**‘The new Great Ocean Road was the spectacular adventure. Planned as a war memorial, it was largely built by returned soldiers, and initially financed by the people rather than the government.’ – Geoffrey Blainey**

The Great Ocean Road<sup>2</sup> is renowned as one of the world’s most scenic and iconic coastal touring routes and one of Australia’s most recognised tourism destinations.

By any measure, the Great Ocean Road is a huge success. It attracts twice as many visitors as the Great Barrier Reef and Uluru combined – generating \$1.3 billion in visitor expenditure and supporting around 9,200 jobs.

But there’s more to the Great Ocean Road than tourism. It is also essential transport infrastructure for the towns along its length: connecting communities to the regional transport network and nearby cities; providing a critical route for commercial traffic servicing local towns; and providing access for essential emergency services.

The Road has always been – and will always remain – the people’s road. It was paid for by everyday people, built by everyday people and honours the everyday people who sacrificed their lives in World War One.

In a way, the Great Ocean Road is a forerunner to the Sydney Harbour Bridge. Like the Bridge, the Road is not named after generals or prime ministers, kings or queens. Instead, it was given a name that simply describes what it is (a road built along the dramatic shores of Bass Strait and the Southern Ocean), as well as the experience of travelling the length of its 243 kilometres (great).

Ever since it opened, the Great Ocean Road has lived up to its name. The Great Ocean Road is renowned for its spectacular natural beauty as travellers

experience rugged sheer limestone sea-cliffs and natural rock formations, isolated beaches and coastal landscapes, world-class surfing breaks, coastal heathlands, ancient rainforests and lush farm lands.

Starting just a 90-minute drive from Melbourne, the Road passes through places of priceless cultural, scientific, historic and economic value – places that hold deep spiritual significance to the Eastern Maar and Wadawurrung people, and ancient rock formations that are rich sources of fossils and major drawcards for local, regional, national and international visitors. In addition, the Road stands as a permanent memorial to the first ANZACs.

2018 marks the centenary of the beginning of the surveying work on the Road.

<sup>2</sup> The 243-kilometre, National Heritage listed, Great Ocean Road starts at the roundabout near Spring Creek in Torquay and finishes at Allansford near Warrnambool. This study is considering a slightly further distance encompassing the Great Ocean Road and its landscapes (and hinterland) from Torquay to Port Fairy as shown in Map 1 on page 48.



Looking back, what has made the Road truly great is the fact that this war memorial celebrates life by giving generations of Victorians the opportunity to make a pilgrimage to one of the most beautiful parts of the world.

The challenge ahead is to ensure that the Great Ocean Road remains a great success.

The region faces a range of future challenges that must be addressed. For example, it is generally accepted that the current approach to visitation management, land administration and community engagement is not sustainable. The increased number of visitors – especially day trippers – is placing an increasing demand on the local environment, infrastructure and services along the Great Ocean Road

and its hinterland areas. With the significant growth in visitors projected to continue, the Great Ocean Road needs to be treated as a region of national significance – and receive the support it needs to remain liveable and sustainable.

Another challenge will be the increasing number of severe weather events with the impacts of climate change. The Road has been closed on several occasions in recent years due to bushfires and land slippages.

The challenge now is to put in place the governance arrangements, plans and investments that will secure the success, sustainability and operability of the Great Ocean Road for the century to come.

Let's ensure the Great Ocean Road remains *great*.

Source: The Arch, Port Campbell  
DELWP (Sal Ahmed)



## The Great Ocean Road Taskforce

The Victorian Government allocated \$1.3 million in the 2017-2018 State budget to establish the Great Ocean Road Taskforce (the Taskforce) to review the effectiveness of current governance arrangements and recommend governance reforms. The purpose of the reforms is to strengthen protections of the landscape setting, improve the visitor experience, provide greater certainty in land-use planning and attract investment proposals that will benefit visitors and local communities.

In September 2017 the Victorian Government announced the membership of the independently-chaired Great Ocean Road Taskforce to be overseen by three coordinating ministers (Minister for Planning, Minister for Regional Development, Minister for Tourism and Major Events):



- Co-chairs:
  - Hon Peter Batchelor, Victorian Minister for Transport from 1999 to 2006
  - Hon Terry Mulder, Victorian Minister for Public Transport and Minister for Roads from 2010 to 2014
- Nominees of the Traditional Owners of Country for the Great Ocean Road:
  - Eastern Maar Aboriginal Corporation: Mr Jamie Lowe (CEO) supported by Mr Jason Mifsud (Chair)
  - Wadawurrung: Ms Corrina Eccles (Manager Geelong Office) supported by Mr Paul Davis (General Manager)
- Members with expertise and experience in tourism and coastal management, and understand the key issues relating to the governance of the Great Ocean Road:
  - Ms Diane James, AM, former Chair of the Victorian Coastal Council for over a decade
  - Ms Elaine Carbines, Chief Executive Officer of G21 – The Geelong Region Alliance
  - Mr Wayne Kayler-Thomson, Chair of the Great Ocean Road Regional Tourism Board

- The Chief Executive Officers of the five Local Government Authorities along the Great Ocean Road:
  - Surf Coast Shire (Mr Keith Baillie)
  - Colac Otway Shire (Mr Robert Dobrzynski/ Mr Tony McGann)
  - Corangamite Shire (Mr Andrew Mason)
  - Warrnambool City Council (Mr Bruce Anson)
  - Moyne Shire Council (Mr David Madden)

An issue-and-opportunities-led approach has been adopted to examine elements of the governance arrangements for the Great Ocean Road and its landscapes – such as policy, legislation and regulation, institutional arrangements, funding, infrastructure and project delivery.

The original budget has been supplemented by an additional \$500,000 from Regional Development Victoria who in partnership with the Department of Environment, Land, Water and Planning are supporting the project delivery.

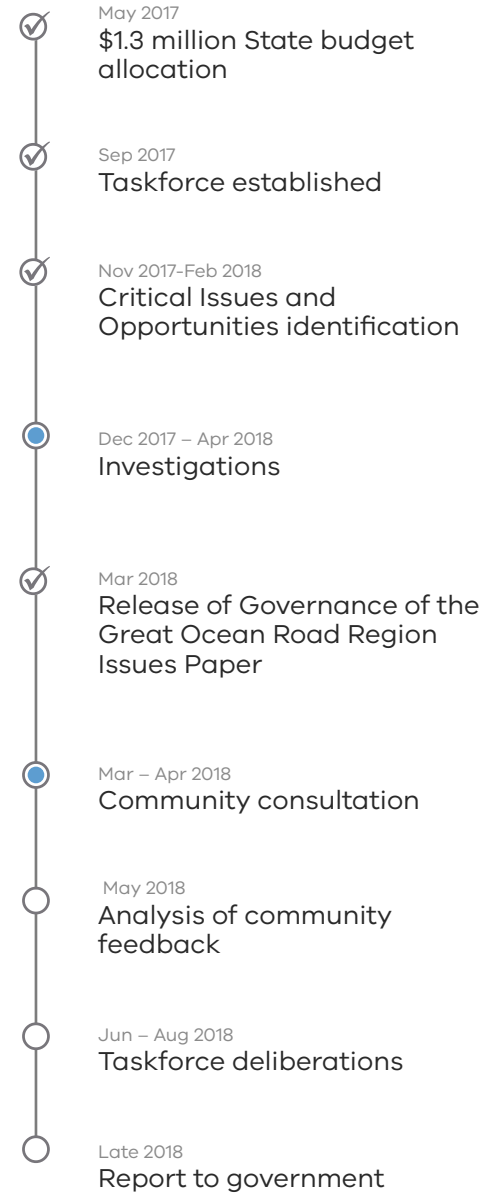
The full terms of reference are outlined in Appendix A.





Bruce Anson, Peter Batchelor, Keith Baillie, Jamie Lowe, Wayne Kayler-Thomson, Diane James, Paul Davis, Elaine Carbines, Tony McGann, Jason Mifsud, Corrina Eccles, Terry Mulder. Absent: Andrew Mason, David Madden.

Figure 1. Project Timeline



## Have your say

The critical issues and opportunities outlined in this document have been developed in consultation with the organisations that have responsibilities for decision-making and management of the Great Ocean Road and its Region, along with regional tourism and environmental advocacy groups.

We would like to hear your views on the ideas in this issues paper and any other ideas you may have about improving the management and oversight of the Great Ocean Road and its landscapes.

In particular, your feedback would be appreciated on the following questions.

1. What do you love most about the Great Ocean Road and its landscapes?
2. What aspect of the Great Ocean Road and its landscapes would you most like to see protected?
3. What aspect of the Great Ocean Road and its landscapes would you most like to see changed?
4. Do you work for, own or operate a business, or are you a member of a community organisation, that benefits from visitors to the Great Ocean Road Region? If so, what are the key issues for the organisation/business?
5. Is there any critical issue or opportunity that we have missed (in chapter 3 of this Issues Paper)?
6. Do you have any suggested changes to the overarching policy, goals and principles (on pages 40 to 41)?
7. What elements would you like to see covered in a strategic framework plan for the Great Ocean Road Region?
8. What are your thoughts about establishing a new organisation to oversee the development, and coordinate implementation, of a Strategic Framework Plan for the Great Ocean Road Region?
9. What current constraints need to be addressed in the future governance arrangements?
10. Are there any other management models/options we should consider?
11. What criteria should the Taskforce use to evaluate the management model options?







Rest break, Cape Otway Lighthouse

There are many ways to have your say: online, in person and by making a written submission.

#### **Online**

At <https://engage.vic.gov.au/great-ocean-road> you can view and download this issues paper, case studies report and other information, and provide feedback through a survey and an online ideas-sharing tool.

#### **In person**

You can attend one of the community forums or listening posts being held at places along the Great Ocean Road and complete a feedback form. Details and timings of events will be available at <https://engage.vic.gov.au/great-ocean-road>

#### **Written submission**

You can make a written submission on the issues paper by:

- Uploading a written submission on the website <https://engage.vic.gov.au/great-ocean-road>
- Emailing a written submission answering the questions to [greatoceanroad.taskforce@delwp.vic.gov.au](mailto:greatoceanroad.taskforce@delwp.vic.gov.au)
- Posting a written submission addressing the questions to:

Great Ocean Road Taskforce Project Manager,  
Department of Environment, Land, Water and  
Planning, Barwon South West,  
Level 4, State Government Offices,  
30-38 Lt Malop Street, Geelong, Victoria, 3220

**Please note that submissions will be made public unless you ask for yours to be confidential.**

Please make your submission by Monday 30 April 2018.









The Great Ocean Road

2.



# The Great Ocean Road

## Natural environment

'Throughout the 135-million year history, the rocks of the Victorian coastline have been formed, buried, distorted, and pushed upwards. Tectonic pressures and climatic changes have shaped the coast.' – Philomena Manifold, *Written in Stone: Reading the rocks of the Great Ocean Road*

The spectacular limestone sea-cliffs which are an iconic feature of the journey along the Great Ocean Road have been formed through the geological processes dating back to the time of Gondwanaland.

It is a dynamic, ever-changing shoreline. The limestone sea-cliffs continue to be worn down by the elements and the power of the Southern Ocean. The most dramatic recent collapses include one of the Twelve Apostle pillars and the collapse of one of the London Bridge arches. The cliffs will continue to change in years to come, with ocean erosion expected to eventually create new limestone stacks.

The landscapes through which the Great Ocean Road winds are nationally

significant. Polar dinosaur fossils have been found in the rocks near Cape Otway, with the best-known finds located at Dinosaur Cove and the Jan Juc Marl at the western end of Jan Juc beach. The parks along the route – including the Port Campbell National Park, Twelve Apostles Marine National Park, the Great Otway National Park, and many parklands and coastal reserves of state significance – are rich with Australian native wildlife. Walkers of almost any ability can trek the Otways, discovering the Great Ocean Walk, waterfalls, lush forests, cliff top walks, heritage and coastal trails. The Road also boasts nearly 170, 000 hectares of Crown land, all of which are managed and administered under a variety of Victorian Acts and reservations.



Great Ocean Walk Source: Parks Victoria





The Prison, The Arches  
Source: Parks Victoria



Whales - Warrnambool  
Source: Visit Victoria

## Marine environment

There are 12,000 hectares of marine national park along the Great Ocean Road, including Point Addis Marine National Park, the Twelve Apostles Marine National Park and the Arches Marine Sanctuary.

Remarkable underwater structures along the coastline provide a complex foundation for magnificent habitats, such as kelp forests and colourful sponge gardens.

The marine environment supports seabirds, seals, lobsters, reef fish and sea spiders. The intertidal and shallow subtidal reefs along the Great Ocean Road have the greatest diversity of invertebrates on limestone reefs in Victoria.

Marine mammals also visit the area. Visitors can see Little Penguins which nest in caves below the Twelve Apostles (after dark or in the early morning). And, almost every year between June and September, Southern Right whales return to the waters off Warrnambool's Logans Beach – swimming as close as 100 metres from the shore.

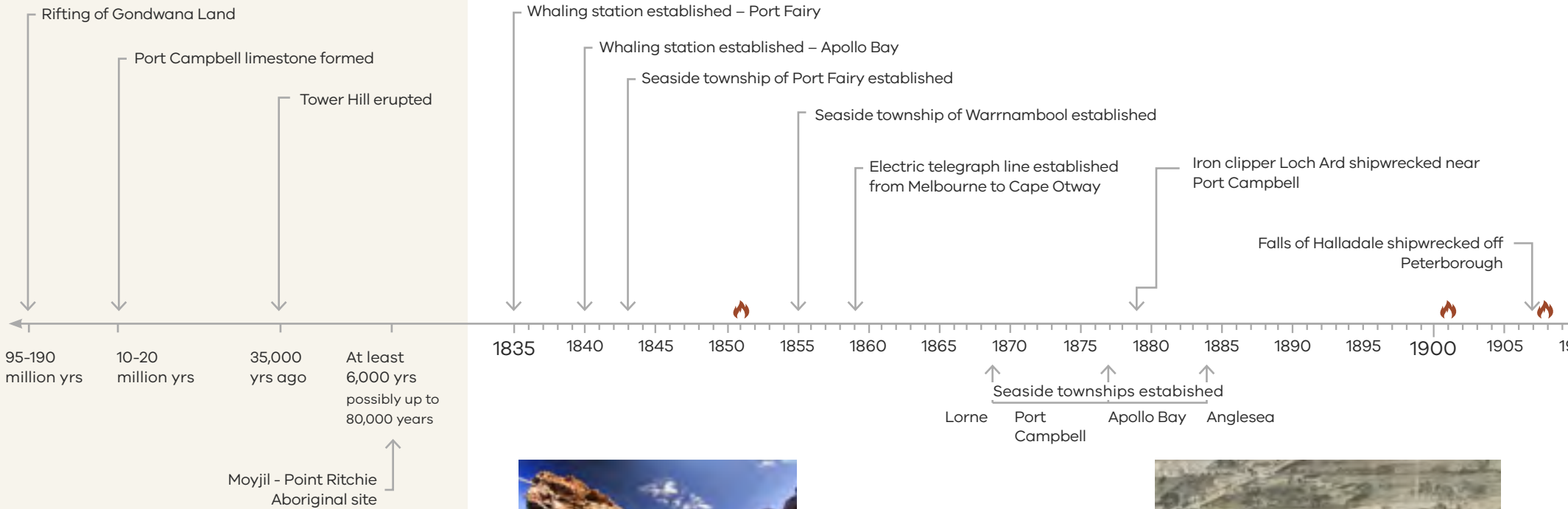
Figure 2. Great Ocean Road Historic timeline



Port Campbell limestone cliffs (Source: Parks Victoria)



Shipwreck of Falls of Halladale (Source: Heritage Victoria)



Aboriginal people have cared for this land for untold generations, and it continues to be important to them today.



Moyjil - Point Ritchie (Source: City of Warrnambool)



Port Fairy sketch 1873 (Source: State Library of Victoria)

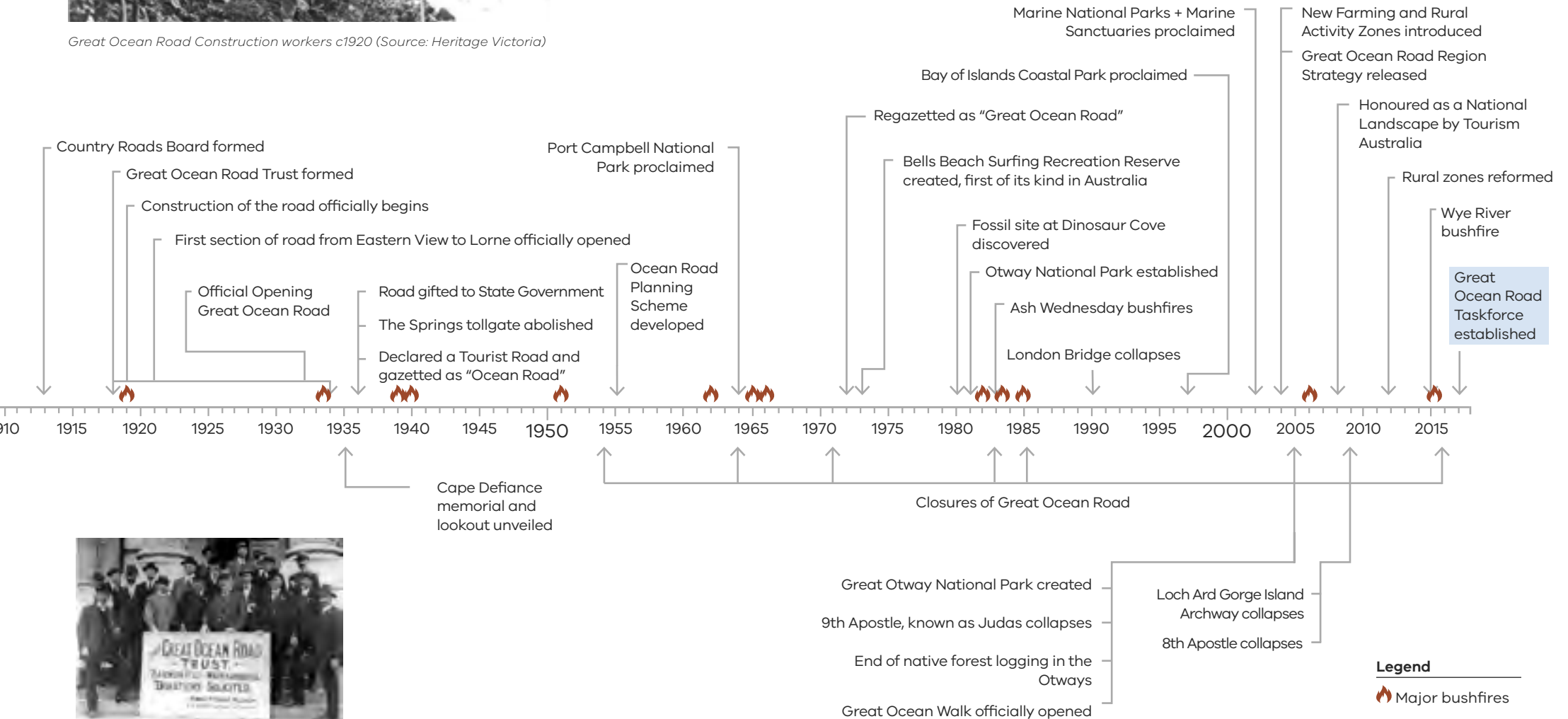




Great Ocean Road Construction workers c1920 (Source: Heritage Victoria)



Bells Beach (Source: Surf Coast Shire)



Great Ocean Road Trust (Source: Heritage Victoria)



Koorie Cultural Walk,  
Point Addis

## Traditional Custodianship of Country

'An intimate knowledge of the ecology of their own territory guided ... [First Nations peoples]. They were likely to visit the same place – trapping fish or collecting eggs or gathering plant foods – at the same time each year ... The way of life varied from region to region, depending on the terrain, the climate, the foods available, the traditions which Aboriginal people long ago had acquired, and their own ingenuity.' – Geoffrey Blainey

The coastal and forested landscapes along the Great Ocean Road are of immense importance to the Traditional Owners<sup>3</sup> – the Eastern Maar (covering the western and middle stretches of the Road) and the Wadawurrung (covering the eastern end of the route, closer to Geelong). The sacred sites and resources, values and stories associated with places along the Road – as well as language and ceremonial practices – have been handed down by their ancestors and Elders. The Eastern Maar and the Wadawurrung are the custodians of the region's creation stories and spiritual connections.

The region has a high concentration of Aboriginal archaeological sites because the coastal environment was an important resource for the Eastern Maar and Wadawurrung.

Natural resources such as the spear wood from the forests and brightly coloured ochres from the coastlines along the Great Ocean Road were also highly valued and traded with neighbouring Aboriginal groups.

Traditional ecological knowledge was used by the Aboriginal people to identify, harvest and utilise natural resources sustainably. The Eastern Maar and Wadawurrung also used land management techniques, such as fire and seasonal farming. Low-intensity burning was regularly used by the Traditional Owners to revitalise an area for agricultural production, and reduce the risk of bushfires.

Along the Great Ocean Road, the Traditional Owners recognised six distinct seasons.

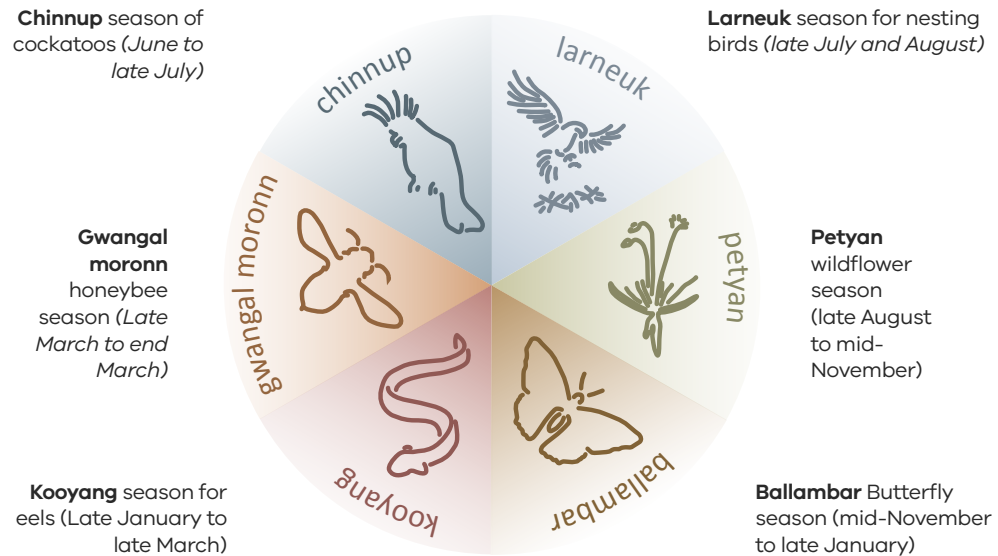
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<sup>3</sup> The Traditional Owners of Country are formally recognised through Traditional Owner Settlement agreements, Native Title agreements or by appointment as a Registered Aboriginal Party for areas of land.



Today the Australian legal system recognises the rights and interests of the Traditional Owners of Country and for its co-existence with the Crown land management system. The Victorian Government and the Eastern Maar have agreed to commence negotiations to enter into a Recognition and Settlement Agreement (RSA) under the *Traditional Owner Settlement Act 2010* for a land area (Country) that includes a major portion of the Great Ocean Road (western end and middle). That agreement will recognise the traditional owner rights of the Eastern Maar and may include associated agreements about the use and management of nominated public land.

Figure 3. The six seasons



Abundant middens along the coastline tell a rich story of the past practices and gathering places.



Tower Hill Lake  
Source: Visit Victoria

## Dispossession

*'In Scars on the Landscape, Ian Clark listed 107 violent incidents in Western Victoria [between 1803-1859], most well substantiated. Of the estimated 400 Aboriginal deaths, about three-quarters occurred in incidents involving the deaths of five or more people – some of which were clearly massacres.'*

*– Richard Broome, Aboriginal Australians: A history since 1788*

European settlement had a devastating impact on the Eastern Maar and Wadawurrung ancestors – with far more people losing their lives than are recorded in official documents. It's easy to see why countless Eastern Maar and Wadawurrung ancestors lost their lives. Vast areas of land were cleared and introduced species – including horses, sheep, rabbits and foxes – significantly altered the landscapes, reducing the availability of traditional food and the

ability to manage the land in traditional ways. The Aboriginal population was devastated by disease and massacres, with the fraction that remained forced onto Aboriginal missions such as Framingham Aboriginal Mission near Warrnambool.

The rights of Aboriginal people are now protected by law within the *Victorian Charter of Human Rights and Responsibilities Act 2006*, as well as Australia's adoption of the United Nations

Declaration on the Rights of Indigenous Peoples in 2007. These laws and international agreements recognise that human rights have a special importance for the descendants of Australia's first peoples, protecting their distinct cultural rights to enjoy their diverse spiritual, social, cultural and economic relationship with their traditional lands and waters.



## European Settlement

‘The explorer Major Thomas Mitchell, after crossing western Victoria from Swan Hill to the Grampians and almost to the sea, was surprised to see some grey rocks, which, on examination through the telescope, proved to be whalers’ sheds.’ – Geoffrey Blainey

In the early 19th century, whalers and seal hunters operated along the south west coast and established whaling stations, first at Port Fairy, then Apollo Bay. By the 1840s the first European settlers had taken up farming along the Great Ocean Road coastline. By the 1850s the region had become a source of timber for the Europeans. A string of seaside towns were established, starting with Port Fairy then Warrnambool, Port Campbell, Apollo Bay, Lorne, Anglesea and Torquay. These towns were primarily accessed by ship or inland tracks. They were not directly connected to each other until the construction of the Great Ocean Road.

The Great Ocean Road’s climate – mild to warm summers, cold winters and regular rainfall<sup>4</sup> – is conducive to agricultural production. The lush green pastures of the farming lands contribute to the Road’s attractive natural landscapes.

Since the completion of the Road, the natural beauty of the region has seen it become one of Victoria’s favourite destinations for day trips and weekends away, holidays and holiday homes.

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<sup>4</sup> The area Warrnambool receives between 600-700mm of rain per annum, with Cape Otway receiving around 1000mm annually.





## The Road

'[Geelong Mayor Howard] Hitchcock ... espoused [Country Roads Board chairman] *William Calder's* proposal for the establishment of the Great Ocean Road as a memorial ... He became president of the Great Ocean Road Trust in 1918; he gave nearly £3000 to its appeal and it was his enthusiasm and energy as much as anything that kept the project afloat. He died before he was able to open the completed road in 1932; in tribute, his car was driven behind the governor's in the procession along the road on opening day.' – Ian Wynd, *Australian Dictionary of Biography, Volume 9*

Great Ocean Road  
Source: Visit Victoria





The construction of the Great Ocean Road was funded by the Great Ocean Road Trust and the road was built under the supervision of the Country Roads Board (CRB). The project commenced in 1918, with the Trust raising funds from private donations and the sale of land along the route that had been purchased from the State Government.

The first section of the road was from Eastern View to Lorne. No mechanical equipment was available, so the work was done with hand tools, explosives, wheelbarrows and horse-drawn scoops. It was back-breaking work for the returned servicemen wielding the picks and shovels. It opened in 1922 and the second section from Anglesea to Aireys Inlet opened in 1924, with most of the section from Eastern View to Cape Pattern finished by 1936. The road was partially funded by tolls.

In 1936, management of the Road transferred from the Trust to the CRB. The remaining 200 kilometre stretch from Apollo Bay to Allansford consisted of sections that were either existing main

roads or built as a development road (and later tourist road) by the CRB.

The Ocean Road Planning Scheme was developed in 1955 by the Victorian Town and Country Planning Board. The purpose of the Scheme was to protect and preserve the scenic beauty of the Great Ocean Road and its landscapes by integrating the planning processes across the four local shires. It went beyond the bounds of the coastal lands by including the regional rural environment. It went beyond the parks and reserves system by regulating development on private, as well as public, land. This pioneering reform paved the way for the protection of land for its scenic environmental value in other locations.

On 7 April 2011, the Great Ocean Road and Scenic Environs was added to the National Heritage List for its extraordinary historic and cultural significance.

Today the Road, officially designated as the B100, is generally covered by an 80km-per-hour speed limit.

There are a number of coastal and hinterland towns along its length such as Torquay, Anglesea, Lorne, Wye River, Apollo Bay, Lavers Hill, Port Campbell, Peterborough and Allansford. Except for two changes in the route in, and immediately west of, the Otway Ranges, the Road has remained largely unaltered for the past 80 years.

The viability of the Great Ocean Road is supported by inland routes, which provide alternative and more direct access to the region's communities. These inland routes – which include the Princes Highway, Cape Otway Road and the Cobden to Port Campbell Road – are essential for the servicing and support of coastal communities and often used by touring route travellers when returning to Melbourne.

Visitors access the Great Ocean Road from many locations – including Melbourne and Avalon Airports, Princes and Hamilton highways and Queenscliff – via road, ferry and rail. A significant number of visitors also drive from Adelaide to access the Great Ocean Road.



On patrol Source: Surf Lifesaving Victoria

## Communities

The Great Ocean Road Region is a popular place for people to live, work and relax.

Over the last 20 years the permanent populations of all towns along the Road and its hinterland have grown, each with its own unique character and identity. There has also been a significant growth in part-time residents of the coastal towns.

The 2004 Great Ocean Road Regional Strategy (a land-use and transport strategy) recognised the importance of protecting the liveability of these towns by focusing on balanced and managed growth of selected coastal and inland towns:

- establishing clear township boundaries that signal the edge of a town and limit urban expansion and ribbon development along the coast
- respecting the character of each coastal town and promoting best practice development design
- spreading settlement growth across the region, with coastal growth

directed to townships where it can be best accommodated, Torquay, Warrnambool, and to a lesser extent Apollo Bay

- inland growth encouraged at Colac, Camperdown, Timboon, Winchelsea, Cobden and Terang
- limiting growth elsewhere.

The region's population swells significantly during peak holiday periods, with regular visitors and tourists holidaying along the Great Ocean Road. These seasonal peaks (up to ten times the permanent population) makes the provision of infrastructure in coastal settlements a specific challenge.

The Road also has significant numbers of day visitors from the west of Melbourne, Geelong and the Bellarine Peninsula. Events held along the Great Ocean Road attract competitors, supporters and spectators. On significant event days – such as the Lorne Pier to Pub race, the Cadel Evans Great Ocean Road Race and the Rip Curl Pro – the number of people in towns can be more than twenty times greater than the permanent population.



## Visitor economy<sup>5</sup>

The Great Ocean Road is much more than a road. If managed well, its attractions and landscapes are also drivers for sustainable economic prosperity.

Each year, more than five million visitors spend everything from a day to weeks enjoying the region's unique combination of cultural, ecological and heritage-listed attractions. This is significantly higher than other premier Australia ecotourism attractions such as the Great Barrier Reef (approximately 2 million), Phillip Island (2.2 million) and central Australia (500,000).

Visitors travelling along the Great Ocean Road are essential to Victoria's economy in general, and local economies in particular. The 5.1 million visitors to the Great Ocean Road Region in 2016-17 spent \$1.3 billion and generated employment for around 9,200 people.<sup>6</sup>

Visitor expenditure also helps fund community and emergency services

organisations. Many surf lifesaving clubs along the Great Ocean Road rely on swimming and running competitions to raise operational funds and these events also provide financial assistance for other local organisations. For example, the Lorne Pier to Pub – the world's largest open water swim – attracts up to 4,000 competitors and 20,000 visitors. The Pier to Pub is run by the Lorne Surf Lifesaving Club, with local community organisations assisting with services such as event parking.

What events such as the Pier to Pub demonstrate is that the need to manage the Great Ocean Road and its landscapes is not just social and environmental – it is also economic.

More work needs to be done to manage the impacts (such as congestion in bottleneck areas) and ensure local communities capture their fair share of the economic benefits – including job creation – generated by the Road.



Pier to Pub 2018



### Questions for discussion

1. What do you love most about the Great Ocean Road and its landscapes?
2. What aspect of the Great Ocean Road and its landscapes would you most like to see protected?
3. What aspect of the Great Ocean Road and its landscapes would you most like to see changed?

<sup>5</sup> The term 'Visitor Economy' refers to the production of goods and services for consumption by visitors, which includes the industries that directly serve visitors such as hotels, transport providers, tour companies and attractions as well as intermediaries and those involved indirectly, such as retail and food production.

<sup>6</sup> Victorian Regional Tourism Account 2015-2016, model developed by Deloitte Access Economics for DEDJTR. The profiles are based on data from the International and National Visitor Surveys conducted by Tourism Research Australia (TRA) on behalf of the tourism industry in Australia. The fact sheet can be found here: [http://www.business.vic.gov.au/\\_data/assets/pdf\\_file/0006/1611942/Great-Ocean-Road-Regional-Summary-\\_YEJune17\\_FINAL.pdf](http://www.business.vic.gov.au/_data/assets/pdf_file/0006/1611942/Great-Ocean-Road-Regional-Summary-_YEJune17_FINAL.pdf)





The 12 Apostles





Case for change

3.



# Case for change

## A multitude of responsible public entities

The governance of the Great Ocean Road and its landscapes is not simple. It involves many different organisations operating in different geographical locations with different responsibilities, stakeholders, priorities and timeframes.

Across the region, there are more than 14 responsible public entities with accountabilities covering strategy development and implementation, land-use planning and development, infrastructure delivery, asset maintenance, emergency management, investment facilitation, destination promotion, and the management of the environment and local ecology (refer Figure 4 on pages 36 and 37).

Despite the best efforts of the organisations responsible for planning and oversight of the Great Ocean Road and its landscapes, there is too much duplication of effort and inefficiency in the allocation of resources. Currently, the Road is managed as though it were a local residential and tourist road.

The Great Ocean Road has grown to become a national and international attraction that is more than twice as popular as the Great Barrier Reef.

The time has come for the management and resourcing of the Road to reflect its national significance. Unless this reform occurs, the Great Ocean Road will become increasingly unmanageable for visitors and local communities. Without action there is a risk that increased tourism will reduce the enjoyment of the visitor experience, causing reputational damage, and limiting the ability for local communities to benefit from the growth in visitors.

In short, it is not in the long-term interests of the Great Ocean Road, the local communities or the people of Victoria as a whole, for the current confusion of responsibilities to continue.

Reform is urgently needed.

It should be remembered that reform such as this is not new to the region. In 1936, the management of the Road transferred from a local board of trustees to the State Government. In 1955, the introduction of the Ocean Road Planning Scheme preserved the scenic beauty

of the region. And now the time has come to take the next step and preserve the social, cultural, environmental and economic future of the region.

### **Critical Gap – no overarching alignment mechanisms that are binding**

The 2004 Great Ocean Road Region Strategy took an integrated view of the Great Ocean Road and its landscapes.

The Strategy included an implementation plan that assigned actions to the various responsible entities. However, the Strategy did not come with an integrated infrastructure plan for the region. In addition, no funding was attached to the Strategy. Finally, the implementation of the Strategy stopped after a few years.

The Great Ocean Road already has a number of stand-alone plans. Those plans include the Shipwreck Coast Masterplan, the Belfast Coastal Masterplan, the 2013 VicRoads Great Ocean Road Management Strategy, the Strategic Masterplan for the Great Ocean Region Visitor Economy: 2015-2025, and individual plans by each local government authority and responsible public agency. There is, however, no integrated plan for the region.



The Great Ocean Road has grown to become a national and international attraction that is more than twice as popular as the Great Barrier Reef.



Congestion at the 12 Apostles  
Source: Great Ocean Road  
Regional Tourism

## The nature of the partnerships with Traditional Owners is not clearly defined

Another unresolved issue is the lack of a defined partnership role for the Eastern Maar Aboriginal Corporation and the Wathaurung Aboriginal Corporation (trading as Wadawurrung) in governance arrangements.

The Eastern Maar and Wadawurrung are typically involved in land-use planning processes when regulatory compliance is required (for cultural heritage management plans) and increasingly are engaged by organisations to provide ceremonial services (such as Welcome to Country). The Eastern Maar have also been consulted in recent times during coastal planning exercises, such as for the Shipwreck Coast and the Belfast Coastal Masterplan.

The Eastern Maar and Wadawurrung have, however, had very limited input into the development of policies or the local management of the Crown land despite there being nearly 170,000 hectares of national and state parklands and marine sanctuaries.

Australian and Victorian laws recognise Traditional Owner rights for their Country (under the Commonwealth *Native Title Act 1993* and the Victorian *Traditional Owner Settlement Act 2010*) and provide for

associated agreements about the use and management of public land.

Given the Traditional Custodians of the land have been formally, and legally, recognised there is an urgent need to update the Great Ocean Road Region's governance framework and structure to include Traditional Custodians.

## Little or no holistic planning for the visitor experience

Visitor amenities and the touring route experience are inadequate, falling well short of expectations. There is a lack of complementary visitor experiences and diverse supporting accommodation that would encourage tourists to do more than just visit the Twelve Apostles, and assist in managing congestion bottleneck areas.

Many visitors are satisfied with experiencing the Great Ocean Road from the comfort of a car or bus seat – travelling to and from the Twelve Apostles but with few opportunities to engage more deeply with the region, and local communities. Approximately two thirds of trips are day trips with the benefits of tourism flowing to tour operators and accommodation in Melbourne, and limited expenditure in local communities along the Great Ocean Road.

The challenge of increasing visitors' length of stay and level of expenditure

(yield) along the Great Ocean Road has been considered on many occasions, and acknowledged in several strategies, including in the 2004 Great Ocean Road Regional Strategy, Shipwreck Coast Master Plan and the Great Ocean Road Region Visitor Economy: 2015-2025..

Ultimately low visitor yield in the region is limiting the ability for communities to benefit from the growth in the tourism sector. It is also constraining the ability of the region to attract investment in new tourism experiences.

Part of the problem is the lack of coordinative accountability. Currently, no single agency has responsibility for managing the visitor experience for the full length of the touring route, let alone the provision of basic facilities and amenities (such as parking and toilets) at regular intervals.



Road signage to assist international tourists safely navigate the Great Ocean Road





## Other governance challenges

A number of other challenges have also been identified.

1. There is no shared, overarching, community vision for the future direction of land uses in places and destinations along the Great Ocean Road, and as part of a state significant tourism asset.
2. There is no forum for the local community to voice their concerns about the cumulative impacts of increased numbers of visitors travelling the length of the Great Ocean Road.
3. Tourism industry development proposals are being held back by the lack of regional land constraints assessment, guidelines for land development proponents and plans for the provision and sequencing of infrastructure.
4. Councils report a lack of capacity to undertake the work required for decision-making on complex tourism land development proposals in sensitive landscape settings.
5. There are many interests to be weighed up when evaluating major land development proposals. Councils report difficulty balancing the local and state priorities on major development proposals.
6. There are significant funding constraints and no mechanisms to target potential sources of funds for regional priority investments.
7. Local councils are paying a high proportion of the costs associated with increased numbers of visitors (such as toilets, parking and rubbish collection), but a high proportion of the income generated by increased visitation to the Road benefits businesses located outside the region (such as Melbourne-based accommodation providers and tour operators).
8. The legacy of public land management and administration for the region (particularly coastal and environmental) is fragmented and inefficient, with many land administration anomalies.
9. The digital database for Crown land is inaccurate, creating uncertainty and time delays for permits for projects and facilities.

Source: Visit Victoria

## Future Challenges

### Increasing numbers of visitors

If anything, the Great Ocean Road is expected to become an even more popular tourism attraction.

The number of visitors to the region will keep increasing because there is a rapidly expanding population in the west of Melbourne, Geelong and the Bellarine Peninsula. Visitors from other parts of Australia will also increase with population growth.

Numbers of international tourists are projected to keep increasing because some of Australia's close neighbours – China, Indonesia and India – have rapidly expanding middle classes. By 2030, Asia's middle class is expected to have a population of 3.2 billion – and a significant proportion of that growing middle class will become international tourists.

Victoria needs to plan and invest now to ensure the economic benefits of tourism are maximised and the social and environmental impacts are minimised.

### Impacts of a changing climate

Climate change also poses a threat to the sustainable management of the Great Ocean Road and its landscapes.

Coastal environments are very harsh on assets and infrastructure and the Great Ocean Road coast line is subject to intense pressures from wave action and erosion. The impacts of coastal inundation and erosion – as well as land slippage – are a serious risk to the day-to-day operations and long-term viability of the Road.

Climate change is driving more frequent and more intense storm events, so this challenge will continue to grow in magnitude.

A coherent, coordinated, and cooperative approach to climate change planning, research and investment in maintaining coastal assets and infrastructure needs to be adopted by all responsible public entities.

## Broad support for change

To-date the Taskforce has consulted with more than 50 people from 38 organisations and found that there is widespread agreement on the need for reform of the governance arrangements.

Currently, they agree that:

- There is no single body with the necessary powers and responsibility to deliver the planning, financing and

implementation arrangements that the Great Ocean Road needs and

- There is a need for a more holistic Great Ocean Road decision-making framework with overarching, coordinating mechanisms for planning and action.

The responsible public entities and key stakeholders (such as the G21 Geelong Regional Alliance, Great Ocean Road Regional Tourism Board and local councils) also agree that State Government intervention is required. This is not a new belief: in 2016, the issue was nominated as a priority by the Barwon Regional Partnership at their Regional Assembly.



## Questions for discussion

4. Do you work for, or own or operate a business, or are you a member of a community organisation, that benefits from visitors to the Great Ocean Road Region? What are the key issues for the organisation/business?
5. Is there any critical issue or opportunity that we have missed?





Visitors stopping to photograph koala  
Source: Great Ocean Road Regional Tourism



Figure 4. Governance arrangements for the Great Ocean Road Region

Current governance of the Great Ocean Road Region		
<b>Policies (and regional plans)</b>	Australian's Biodiversity Strategy 2010-2030	Strategic Masterplan for the Great Ocean Region visitor economy 2015-2025
	G21 Regional Growth Plan 2013	Strategy for Australia's National Reserve System 2009-2030
	Great South Regional Growth Plan	Victoria Coastal Strategy 2014
	Great Ocean Road Regional Strategy 2004	Victoria's Climate Change Framework
	National Landscapes Program (Commonwealth)	Western Regional Plan Coastal 2015-2020
	National Strategy for Ecologically Sustainable Development	Wetlands Policy of the Commonwealth Government of Australia 1997
	Protecting Victoria's Environment – Biodiversity 2037 State Environmental Protection Policy	
<b>Legislation (Victorian unless otherwise specified)</b>	<i>Aboriginal and Torres Strait Islander Heritage Protection Act 1994 (Commonwealth)</i>	<i>Land Act 1957</i>
	<i>Aboriginal Heritage Act 2006</i>	<i>Local Government Act 1989</i>
	<i>Catchment and Land Protection Act 1994</i>	<i>Major Transport Projects Facilitation Act 2009</i>
	<i>Climate Change Act 2017</i>	<i>Marine Safety Act 2010</i>
	<i>Coastal Management Act 1995</i>	<i>National Parks Act 1975</i>
	<i>Conservation, Forests and Lands Act 1987</i>	<i>Native Title Act 1993 (Commonwealth)</i>
	<i>Crown Land (Reserves) Act 1978</i>	<i>Parks Victoria Act 1998</i>
	<i>Emergency Management Act 1986 (Vic)</i>	<i>Planning and Environment Act 1987</i>
	<i>Environment Effects Act 1987</i>	<i>Port Management Act 1995</i>
	<i>Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)</i>	<i>Road Management Act 2004</i>
	<i>Environmental Protection Act 1970</i>	<i>Road Safety Act 1986</i>
	<i>Fisheries Act 1995 (Vic)</i>	<i>Safety on Public Land Act 2004</i>
	<i>Flora and Fauna Guarantee Act 1988</i>	<i>Subdivision Act 1988</i>
	<i>Forests Act 1958</i>	<i>Sustainable Forest (timber) Act 2004</i>
	<i>Heritage Act 1995</i>	<i>Traditional Owner Settlement Act 2010</i>
	<i>Heritage Rivers Act 1992</i>	<i>Transport Integration Act 2010</i>
		<i>Water Act 1989, Water Industry Act 1994</i>
		<i>Wildlife Act 1975</i>



## Current governance of the Great Ocean Road Region

<p><b>Regulation</b></p>	<p>Aboriginal Heritage Regulations 2007                      Catchment and Land Protection regulations 2012                      Climate Change Regulation 2011                      Conservation, Forests and Land (various) Regulations                      Crown Land (Reserves) (Tour Operator Licence Fee) Regulations 2011                      Environment Protection (various) Regulations                      Flora and Fauna Guarantee (various) Regulations 2011                      Forests (Fire Protection) Regulations 2014                      Forests (various) Regulations</p>	<p>Heritage (various) Regulations                      National Parks (Tour Operator Licence Fee) Regulations 2011                      National Parks Regulation 2013                      Native vegetation clearing regulations                      Port Services (local Ports) Regulations 2004 (Vic)                      Subdivision (various) Regulations                      Victorian Planning Provisions                      Water Industry (various) Regulations                      Wildlife (various) Regulations</p>
<p><b>Institutions</b></p>	<p><b>Strategic and policy responsibilities</b>                      Australian Dpt. of Environment and Energy                      Regional Development Victoria                      Tourism Australia                      Transport for Victoria                      Victorian Dpt. of Economic Development, Jobs, Transport and Resources                      Victorian Dpt. of Environment, Land, Water &amp; Planning                      Visit Victoria</p> <p><b>Regulatory responsibilities</b>                      Australian Department of Environment and Energy                      Environment Protection Authority Victoria                      Heritage Victoria                      Southern Rural Water                      Victorian Aboriginal Heritage Council</p> <p><b>Registered Aboriginal Parties</b>                      Eastern Maar and Wadawurrung</p>	<p><b>Operational responsibilities</b>                      Barwon Water                      Colac Otway Shire                      Corangamite Catchment Management Authority                      Corangamite Shire                      Dpt. of Environment, Land, Water &amp; Planning                      Glenelg-Hopkins Catchment Management Authority                      Great Ocean Road Coast Committee                      Moyne Shire                      Otway Coastal Committee                      Parks Victoria                      Surf Coast Shire                      VicRoads                      Wannon Water                      Warrnambool City Council</p>
<p><b>Changes underway</b></p>	<p><i>Distinctive Areas and Landscapes Bill 2017</i>  <i>Marine and Coastal Environment Bill 2017</i>  <i>Parks Victoria Bill 2018</i></p>	<p>Eastern Maar Settlement Agreement and associated Land Use Activity Agreements</p>









# 4.

A new management model



## A new management model

After examining the current oversight and management arrangements for the Great Ocean Road and its landscapes the Great Ocean Road Taskforce concluded that a new management model was needed.

To create a new management model further work is required in four key areas:

1. Develop a formal policy position to provide the impetus and direction to changes to the governance arrangements.
2. Develop an overarching Strategic Framework Plan that provides direction to portfolio and local government agencies for coordinated and coherent decisions along the touring route.
3. Establish and assign a lead agency function to develop the Strategic Framework Plan, coordinate its implementation and audit and report on its delivery.
4. Secure funding sources and/or commitment to fund the delivery of the Great Ocean Road Strategic Framework Plan over a 20 to 25 year period.

### Policy

A formal policy position is required to provide direction to the changes to the governance arrangements.

This policy position should recognise the state, national and international significance of the Great Ocean Road and its landscapes, as well as the need for an integrated, holistic approach to decision-making.

**The Great Ocean Road and its landscapes is an iconic touring route with cultural landscapes of state, national and international significance and is to be treated as the one integrated and living entity for the purposes of protection and investment.**



Maintenance work - Wye River Source: VicRoads



Figure 5. Principles to guide the governance changes

Goal/Objective	Guiding Principles
<b>Distinctive areas and landscapes protection</b>	<ul style="list-style-type: none"> <li>• protect and conserve the unique features and special characteristics of the Great Ocean Road and its landscapes for future generations</li> <li>• touch the land, coastlines and waterways lightly and ensure there is a net gain for the environment<sup>7</sup> out of any individual action, development or policy</li> <li>• recognise, protect and promote the heritage, cultural and identity values of the Great Ocean Road, its landscapes and towns</li> </ul>
<b>Traditional Owner inclusion</b>	<ul style="list-style-type: none"> <li>• acknowledge Eastern Maar and Wadawurrung people as the traditional custodians of the land, coastlines, waterways and seas along the Great Ocean Road</li> <li>• recognise, protect and promote the values, rights and interests of the Eastern Maar and Wadawurrung people</li> <li>• partner with the Eastern Maar and Wadawurrung people in the development of policies, planning and management of the Great Ocean Road, its coastlines, landscapes and seas</li> <li>• support, and equip the Eastern Maar and Wadawurrung groups to play an active role in shaping the future for their traditional lands, waters and seas</li> </ul>
<b>Coastal public estate vitality</b>	<ul style="list-style-type: none"> <li>• enhance conservation of coastal environments along the Great Ocean Road, the unique habitats, ecosystems and biodiversity</li> <li>• prepare for, and manage, the impacts of climate change on coastal public land and assets</li> <li>• maintain the coastal public land footprint and access for the enjoyment and appreciation of future generations</li> </ul>
<b>Thriving local, state, national and international significant visitor economy</b>	<ul style="list-style-type: none"> <li>• recognise the importance of the Great Ocean Road, its coastlines and landscapes to the economic vitality and liveability of coastal communities, the south-west region, Victoria and Australia</li> <li>• enhance the experience of the touring route and its destinations for all visitors, including international tourists</li> <li>• recognise the importance of liveable communities along the Great Ocean Road and</li> <li>• ensure sustainable development of the Great Ocean Road visitor economy is a responsibility shared by all levels of government, industry, business, communities and the people of Victoria</li> </ul>
<b>Modern governance</b>	<ul style="list-style-type: none"> <li>• provide visionary leadership and overarching direction to the management of the Great Ocean Road and its landscapes – aligning the activities and decisions of responsible agencies and councils</li> <li>• integrate policy development, strategic planning, implementation and decision-making for the entirety of the Great Ocean Road and its landscapes across all levels of government</li> <li>• develop a secure, long-term commitment to fund the delivery of strategic goals</li> <li>• prioritise the involvement of the Eastern Maar and Wadawurrung people in the design of policies and planning for future of the Great Ocean Road and its landscapes</li> <li>• prioritise community engagement in the design of policies and planning for the future of the Great Ocean Road and its landscapes</li> <li>• maintain an ongoing dialogue with local communities along the Great Ocean Road</li> </ul>

<sup>7</sup> The definition of Environment here is the whole of the environment<sup>7</sup>. This definition has been adopted from the *Environmental Protection Act 1970* “the physical factors of the surroundings including the land, waters, atmosphere, climate, sound, odours, tastes, the biological factors of animals and plants and the social factor of aesthetics”.

## An overarching Strategic Framework Plan

The experts and officials canvassed by the Taskforce (refer Appendix B) emphatically believe that a unifying, overarching, strategic framework plan is required. That Strategic Framework Plan should consider, and purposefully shape, the future of the Great Ocean Road and its landscapes.

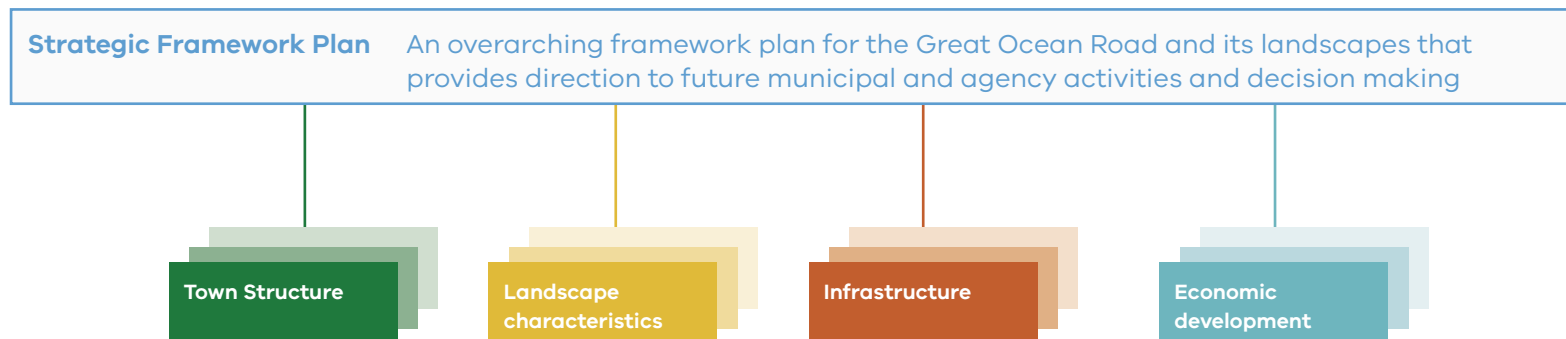
The Strategic Framework Plan would connect and integrate functional and municipal planning processes along the length of the Great Ocean Road – creating a longer-term, spatial view of future directions for land-uses, landscape management and visitor facilities/amenities.

Once approved, the Strategic Framework Plan would align the decision-making and subsidiary planning processes and activities of all the relevant agencies and local government authorities. It would shape the future management of the landscapes in a way that integrates multiple policy priorities and a range of land uses – establishing interconnected and well-managed urban and rural areas along the full length of the Great Ocean Road. In addition, it would refresh and integrate existing stand-alone regional plans, portfolio or place-based plans, and other statutory planning.

The contents of a Strategic Framework Plan would include a spatial land-use management plan that gives effect to a 30 year vision and Great Ocean Road (touring route) visitor experience strategy with:

- protection and conservation of the unique features and special characteristics of the Great Ocean Road and its landscapes
- direction on future land-uses
- settlement boundaries for towns
- integrated public realm and open space strategies for coastal streetscapes
- economic development priorities at a regional, full length-of-the-road scale (ensuring that touring route issues such as visitor accommodation, parking and toilets are properly integrated)
- strategies to address climate change challenges, particularly for urbanised coastal towns and to maintain the functionality of the Great Ocean Road
- forward-planning for regional transport and other infrastructure networks.

Figure 6. The Great Ocean Road Strategic Framework Plan would provide the “bigger picture” to future local municipal and agency planning, and the means by which local planning gives effect to wider State planning priorities.







Maintenance work - Port Campbell National Park Source: Parks Victoria

The Plan would need to be supported by comprehensive, detailed technical studies that identify and provide direction on key complexities such as land-use constraints and design guidelines for building in sensitive landscapes.

The development of a Strategic Framework Plan would require a collaborative effort between all the responsible public entities, as well as extensive public participation to develop a shared community vision of the future land-uses and visitor management along the full touring route.

In addition, the Strategic Framework Plan would need to be accompanied by a regional infrastructure plan and have statutory backing – ensuring that it has

the technical basis and power to provide direction and guidance to various public agencies for planning, infrastructure, services delivery, and economic development. It would also need to be incorporated into planning schemes so that any future local amendments to planning schemes would give effect to its spatial land-use directions.

### Improved institutional arrangements

The statutory Strategic Framework Plan needs to be accompanied by changes to the management arrangements to provide clear accountability for:

- developing and coordinating implementation of the Great Ocean Road Strategic Framework Plan, including regional infrastructure, visitor experience, amenities/facilities and services delivery
- redefining the partnership with, and inclusion of, Traditional Owners in managing natural resources
- maintaining an ongoing dialogue with local communities
- regular monitoring, auditing and reporting on the implementation of the Great Ocean Road Strategic Framework Plan.





## A lead agency

The Great Ocean Road faces complex management and development issues. Currently, though, it is managed by a confusing array of public entities, creating duplication and inefficiencies with overlapping responsibilities and some gaps.

Consequently, the Taskforce concluded that the best way to secure the future of the Road is to create a new lead agency function. That lead agency would be required to develop and report on the implementation of the overarching Strategic Framework Plan. The lead agency would need the depth of skills and resources necessary to navigate the complexity of issues that the Great Ocean Road faces – influencing responsible agencies, advocating for and sponsoring new budget bids, maintain an ongoing dialogue with local communities and (through the Great Ocean Road Strategic Framework Plan) create a new partnership with the Traditional Owners.

Existing agencies could continue to be responsible for service delivery within their functional portfolio or jurisdiction. Any gaps or overlaps in service delivery functions that are identified by the Taskforce will also be addressed in the reform recommendations. Future activities of the responsible public entities would need to support the objectives of the overarching Strategic Framework Plan and decisions made within the new integrated

decision-making framework it provides. The lead agency would work with existing agencies to coordinate implementation of the strategic framework plan.

Regular independent auditing by the lead agency will be required to assure the government and the community that the Great Ocean Road Strategic Framework Plan is being implemented, and that all responsible public entities are discharging their responsibilities in a proactive and integrated way.

### Figure 7. Options for a lead agency

A lead agency to develop, coordinate delivery of, audit and report on the implementation of, a Strategic Framework Plan for the Great Ocean Road Region could be in the form of one of four options:

**Option 1:** A coordinating committee

**Options 2:** An existing agency

**Options 3:** A new body established within an existing agency

**Options 4:** A new body

Regardless of the options recommended, the Taskforce will make sure to address the key gaps that are identified in the oversight and management arrangements.



### Planning processes

The land-use planning processes for delivery of both private and public investments are also being examined by the Great Ocean Road Taskforce to see if there are improvements that could be made that would improve the effectiveness of the recommended changes to the governance arrangements.

### Funding arrangements

A Great Ocean Road Strategic Framework Plan is likely to identify that significant and sustained investment is required to develop a world-class visitor experience and touring road, protect the landscapes and maintain the liveability of local communities. Up until now, investment has been ad-hoc. There are noticeable gaps in infrastructure and services delivery along the touring route (shortcomings include visitor accommodation, food services, toilet facilities, parking, interpretative signage, mobile phone coverage, internet access, visitor attractions and GPS tour guide apps).

The Strategic Framework Plan could also identify opportunities for complementary investments that deliver more effective outcomes when combined, or more efficient services provisions across portfolio areas. Effective responses to gaps and potential synergies would be resourced through the Government's established business case process led by the lead agency.

Given the current importance, and future potential, of the Great Ocean Road to the state economy, a dedicated and ongoing secure funding source is required that is not dependent on the annual budget cycle and allocation.



Source: John Barter/Colac Otway Shire



### Questions for discussion

6. Do you have any suggested changes to the overarching policy, goals and principles?
7. What elements would you like to see covered in a strategic framework plan for the Great Ocean Road Region?
8. What are your thoughts about establishing a new organisation to oversee the development, and coordinate implementation, of a Strategic Framework Plan for the Great Ocean Road Region?
9. What current constraints need to be addressed in the future governance arrangements.
10. Are there any other management models /options we should consider?
11. What criteria should the Taskforce use to evaluate the management model options?

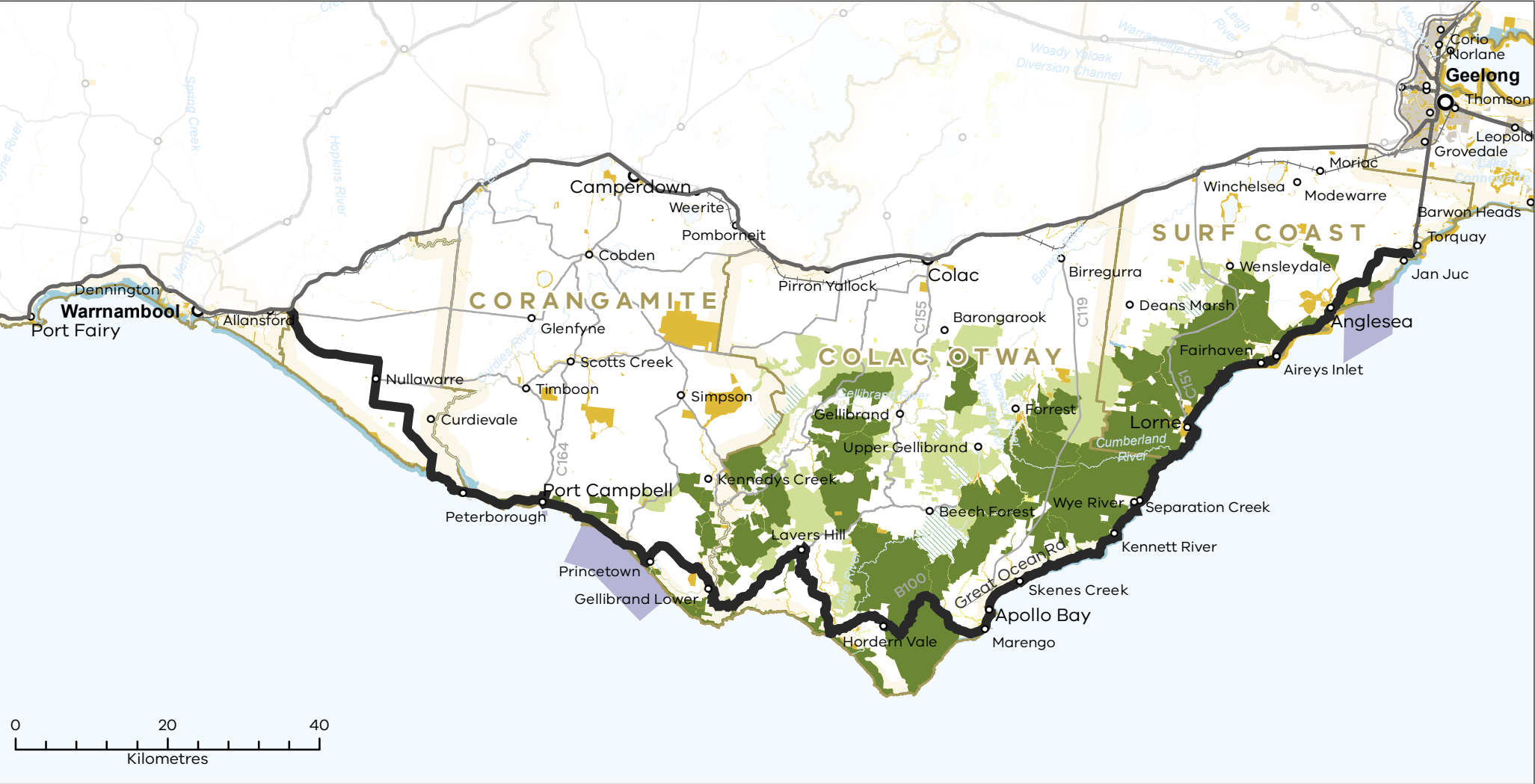








# Map 1: Study Area



	<p>NORTH</p>	City	Local Government Area	<b>Public Land Tenure</b>	Coastal Reserve/ Coastal Waters
		Regional Centre	Urban Extent	National Park	Marine National Park/ Marine Sanctuary
		Town	Watercourse	State Park	
		Great Ocean Road	Water body	State Forest	
		Rail Line		Plantation	
				Other Public Land	





Map 2: Port Fairy to Allansford

Map 3: Allansford to Princetown







# Map 4: Princetown to Kennett River













Port Fairy lighthouse  
Source: Moyne Shire







## Appendices

# Appendix 1: Terms of Reference

## The Issue

The 243km Great Ocean Road is one of the world's most scenic and iconic coastal touring routes. Its sheer limestone cliffs, pockets of rainforest, shipwreck history, and world class surfing breaks makes the Great Ocean Road one of Australia's most popular destinations for visitors and Victoria's most significant tourism asset.

The coastal and forested landscapes along the Great Ocean Road are of high cultural, ecological and economic importance to the Wadawurrung and Eastern Maar people who have known this country, and cared for it, since the beginning. The coastline also includes rare polar dinosaur fossil sites, the best-known one being Dinosaur Cove and fossils collected from numerous sites along the coast continue to yield important scientific information.

Constructed by returned servicemen as a memorial to Victoria's First World War servicemen and women, the Great Ocean Road is a constant reminder of their war service and sacrifice. It was a huge engineering feat at that time and connected isolated coastal communities.

The Ocean Road Planning Scheme was developed in 1955 by the Victorian Town and Country Planning Board to establish an integrated approach across four local shires to protect and preserve the exceptional scenery

of the tourist road. It was a pioneering planning mechanism that led the way in the protection of land for its scenic environmental value. On 7 April 2011, the Great Ocean Road and Scenic Environs was added to the National Heritage List for its extraordinary historic and cultural significance.

Today the Great Ocean Road governance arrangements involves many different organisations that operate across a range of geographical scales, timeframes and jurisdictional boundaries. There are over 20 responsible public entities with accountabilities from strategy development and implementation; land-use planning, management and administration, infrastructure delivery, asset maintenance, emergency management, investment facilitation, destination promotion and brand stewardship. Responsibility for managing the contiguous coastal foreshore, public open spaces and parklands along the Great Ocean Road is also fragmented.

The Victorian Government has established the independently chaired Great Ocean Road Taskforce to review the effectiveness of current governance arrangements and to make recommendations to strengthen protection of the landscape setting, improve the visitor experience, provide greater certainty in land-use planning and attract investment proposals that will benefit tourists and local communities.

## The Project

On 14 September 2017, the Victorian Government announced an independently chaired Taskforce to investigate the management arrangements for the Great Ocean Road. The Taskforce functions are to:

1. Review the effectiveness of the current governance arrangements.
2. Consult extensively with Traditional Owners of Country, responsible public entities and local communities.
3. Make recommendations on governance reforms to protect the distinctive landscapes, improve the visitor experience and attract investments that benefit both tourists and local communities.

The Taskforce investigations are to include examination of options for reducing barriers to appropriate development in the area, consideration of an over-sighting body or independent authority covering the length of the road, and examination of other appropriate governance arrangements.

The work of the Taskforce will build on, and review the implementation of, the 2015-2025 Strategic Master Plan for the Great Ocean Road Region Visitor Economy, the Shipwreck Coast Masterplan 2015, the 2004 Great Ocean Road Regional Strategy and the VicRoads Great Ocean Road Management Strategy 2013. It will



also draw on the experience of cooperative efforts during the Wye River Bushfire Reconstruction process.

The Taskforce will report to three coordinating Ministers: Minister for Planning (lead), the Minister for Regional Development and the Minister for Tourism and Major Events.

### Study Area

The primary study area is the Great Ocean Road and its landscape from Torquay to Port Fairy (including settlements). The secondary study area includes more of the hinterland for consideration of infrastructure and projects that contribute to the Great Ocean Road visitor experience. The project study area includes parts of the municipalities of Surf Coast, Colac-Otway, Corangamite, Moyne and Warrnambool.

### Purpose of the Taskforce

The Taskforce is to

1. Review the effectiveness of current Great Ocean Road governance arrangements.
2. Undertake extensive consultation with the Traditional Owners of Country, responsible public entities, key stakeholders and the community.
3. Report to the Victorian Government within twelve months with recommended reforms to governance arrangements for the Great Ocean Road and its landscapes.
4. Make recommendations on governance reforms to:
  - a. boost tourism expenditure and investment along the Great Ocean Road

- b. better support local communities to benefit from the visitation economy
- c. maintain appropriate environmental and landscape protections.

### Roles and Tasks

The role of the Taskforce is to identify gaps, points of duplication and recommendations for better coordination across government agencies in project delivery and communications to achieve better tourism, access and environmental outcomes.

The Taskforce will undertake extensive consultation to consider the strengths and weaknesses of current management arrangements and an assessment of project delivery processes across government departments and agencies.

The outputs to be delivered comprise:

- Initial report to the coordinating Ministers at the end of 2017 on early insights and key issues.
- An Issues and Options Discussion Paper for public release and comment.
- Community views report.
- Final report with recommended governance reforms.

The final report is to canvas options for reducing barriers to appropriate development in the area, evaluate the merits of an over-sighting body or independent authority covering the length of the road, and examine other appropriate governance arrangements. It is to make recommendations on reforms to

governance arrangements for the Great Ocean Road to improve economic, community and environmental outcomes, improve project delivery processes and improve communications with visitors and local communities.

The Taskforce will undertake the following administrative tasks:

1. Receive and note monthly reports on progress against program milestones, sign off status and scope change.
2. Provide input into all Taskforce discussion papers and reports.
3. Review relevant materials prior to all taskforce meetings.
4. Endorse relevant papers and reports for Ministerial consideration.
5. Provide input into communications applicable to the project.
6. Confirm completion and handover of the project.

### Constraints

The Taskforce can only make recommendations in relation to the scope and content of this Project.

The role of the Co-chairs of the Taskforce is to provide independent advice to the coordinating Ministers (Minister for Planning, Minister for Regional Development and the Minister for Tourism and Major Events).

The Chairs will seek (and record) the views of Taskforce members on their recommendations to Government.

The advice and recommendations will inform decision-making by the Victorian Government.

### Media enquiries

Taskforce members will be equipped and supported to deal with media enquiries in relation to the work of the Taskforce.

### Membership

The Taskforce membership comprises:

- Co-chairs:
  - Hon Peter Batchelor, Victorian Minister for Transport from 1999 to 2006
  - Hon Terry Mulder, Victorian Minister for Public Transport and Minister for Roads from 2010 to 2014
- Nominees of the Traditional Owners of Country for the Great Ocean Road:
  - Mr Jamie Lowe, CEO, Eastern Maar Aboriginal Corporation
  - Ms Corrina Eccles, Manager Geelong Office, Wadawurrung
- Members with expertise and experience in tourism and coastal management, and understand the key issues relating to the governance of the Great Ocean Road:
  - Ms Diane James, AM, former Chair of the Victorian Coastal Council for over a decade
  - Ms Elaine Carbines, Chief Executive Officer of G21 – The Geelong Region Alliance
  - Mr Wayne Kayler-Thomson, Chair of the Great Ocean Road Regional Tourism Board

- The CEOs of the five Local Government Authorities along the Great Ocean Road:
  - Mr Andrew Mason – CEO Corangamite Shire
  - Mr Bruce Anson – CEO Warrnambool City Council
  - Mr David Madden – CEO Moyne Shire Council
  - Mr Keith Baillie – CEO Surf Coast Shire
  - Mr Robert Dobrzynski/Mr Tony McGann – Acting CEO Colac Otway Shire

### Project Reference Group

The Taskforce will also be supported by a Project Reference Group. The Project Reference Group will be convened by the Secretariat and will consist of the Traditional Owners of Country for the length of the Great Ocean Road (Wadawurrung and Eastern Maar), responsible public entities and key stakeholders.

Permanent members of the Reference Group include:

- Barwon Regional Partnership
- Barwon Water and Wannon Water
- Corangamite Catchment Management Authority and Glenelg-Hopkins Catchment Management Authority
- Country Fire Authority
- DELWP Barwon South West and RDV Barwon South West (Project co-sponsors)
- Emergency Management Victoria
- Great Ocean Road Committee of Management and Otway Coast Committee of Management

- Great South Coast Regional Partnership
- Heritage Victoria
- Major Economic Projects and Transport for Victoria (DEDJTR)
- Parks Victoria
- VicRoads, South West
- Visit Victoria

Other bodies to be consulted and invited onto the reference group on an as needs basis.

### Support

The Taskforce will be supported by a Secretariat to be convened by DELWP, and comprise a Project Manager and Project Officers in the initial one-year period (equivalent to at least 2 full people). The role of the secretariat is to:

- Develop a Project Plan, Budget, Communications and Engagement plan, risk register and other project management tools as required
- Support the Taskforce in the review of the delivery of the 2004 Great Ocean Road Strategy and project delivery processes across government departments and agencies relevant to the delivery of the strategy
- Manage stakeholder and consultation activities.
- Support the Taskforce in developing options for the management of the Great Ocean Road.
- Oversee any consultancy work undertaken for the Taskforce.



- Prepare a report with proposed recommendations regarding management arrangements, project delivery processes and communications.
- Following the response from government, prepare a business case for the establishment/ongoing management of the Great Ocean Road.
- The Secretariat will also provide the following support to the Taskforce:
  - Prepare and distribute agendas
  - Prepare and distribute meeting minutes
  - Undertake project work between meetings.

Information for the Taskforce will be distributed at least five working days prior to any meeting to ensure members have adequate time to read any documentation.

### Meetings

The first meeting will be convened in October 2017. The Taskforce will meet regularly with the agenda prepared by the Project Manager and distributed at least five days before the meeting. Meeting dates will be determined as required but are envisaged to be approximately bi-monthly.

### Timeframe

The Taskforce is to review the effectiveness of current governance arrangements and recommend governance reforms by the end of 2018.

The Taskforce will operate until the project is completed or until the project is placed on hold for a period more than six (6) months.



# Appendix B: Organisations who have participated in the issues identification

The Great Ocean Road Taskforce have consulted with more than thirty-five organisations to better understand the key issues, opportunities and governance reform options. They were assisted by a Project Reference Group comprising representatives of organisations with direct oversight and management responsibilities for the Great Ocean Road and its landscapes. Activities undertaken included round table issues identification discussions and one-on-one discussions focused on ten case studies in late 2017, then a bus trip along the Great Ocean Road with on-country briefings, and two stakeholder workshops in February 2018.

Representatives of the following organisations have participated in identifying the issues and opportunities that informed the development of this Issues Paper.

- Aboriginal Affairs Victoria
- Anglesea, Aireys Inlet Society for the Protection of Flora and Fauna (ANGAIR)
- Barwon Water
- Borough of Queenscliffe
- Colac Otway Shire
- Corangamite Catchment Management Authority
- Corangamite Shire
- Country Fire Authority
- Department of Economic Development, Jobs, Transport and Resources
- Department of Environment, Land, Water and Planning
- Eastern Maar
- Emergency Management Victoria
- EPA Victoria
- G21 Geelong Region Alliance
- Geelong Environment Council
- Geelong Field Naturalists Club
- Glenelg-Hopkins Catchment Management Authority
- Great Ocean Road Coast Committee
- Great Ocean Road Regional Tourism
- Heritage Victoria
- Moynes Shire
- Otway Coastal Committee
- ParksVictoria
- Powercor
- Regional Development Victoria
- Southern Rural Water
- Surf Coast Shire
- Transport for Victoria
- Twelve Apostles Tourism and Business Association
- VicRoads
- Victorian Coastal Council
- Victorian Tourism Industry Council
- Visit Victoria
- Wannon Water
- Warrnambool City Council
- Wathaurung Aboriginal Corporation (trading as Wadawurrung)
- Western Coastal Board





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