

THE CITY OF GREATER GEELONG

IMPLEMENTATION OF THE POINT LONSDALE TOURISM SITE

STRATEGIC ASSESSMENT OF PLANNING
CONTROLS FOR 2341–2349 BELLARINE
HIGHWAY, POINT LONSDALE

OCTOBER 2026

Executive Summary

This report assesses whether the existing planning controls for 2341–2349 Bellarine Highway, Point Lonsdale appropriately implement the established strategic directions for the site. The Point Lonsdale Structure Plan identifies the site for an ‘appropriately scaled tourist accommodation or tourism related use’.

The assessment considers whether the existing Commercial 2 Zone is the most appropriate zone to achieve this, or whether a site-specific Special Use Zone, as recommended by the Structure Plan, would provide a superior statutory framework for achieving the site’s preferred tourism role.

The assessment considers the following matters to identify an appropriate planning framework:

- the existing planning framework;
- site constraints, infrastructure and servicing matters;
- available planning tools and options; and
- preferred planning scheme amendment pathway.

The key finding of the assessment is that the existing Commercial 2 Zone does not provide sufficient certainty that the preferred tourism outcome will be achieved.

A site-specific Special Use Zone is identified as the most appropriate zone because it can:

- establish tourism and visitor accommodation as the preferred land use outcome;
- restrict incompatible uses; and
- set tailored requirements for the gateway location, built form, landscaping, access, servicing and environmental management.

The report recommends the City prepare and progress a planning scheme amendment to:

- rezone the Commercial 2 Zone and Farming Zone land at 2341–2349 Bellarine Highway, Point Lonsdale, to a site-specific Special Use Zone; and
- remove Development Plan Overlay Schedule 21 from the land.

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1. Introduction

This report provides the strategic assessment and planning justification to amend the planning scheme to rezone land at 2341–2349 Bellarine Highway, Point Lonsdale from the Commercial 2 Zone to a Special Use Zone.

The purpose of the proposed amendment is to establish a tailored planning framework that supports an appropriately scaled tourism and visitor accommodation outcome, consistent with the site's gateway location, coastal setting and long-standing strategic direction for the land established by the Point Lonsdale Structure Plan.

The site occupies a prominent position at the western entrance to Point Lonsdale, at the intersection of Bellarine Highway and Fellows Road, and is located close to Swan Bay and significant coastal and rural landscapes.

The existing Commercial 2 Zone provides for a broad range of commercial, retail and industrial uses and such outcomes do not reflect the preferred tourism role of the site or the character, environmental and landscape values identified for Point Lonsdale.

The strategic assessment considers the relevant strategic planning framework, including the Point Lonsdale Structure Plan, the Bellarine Peninsula Statement of Planning Policy, State and local planning policy, Ministerial Directions and Planning Practice Notes. It also considers infrastructure, servicing, environmental and other site attributes. A range of planning tools has been assessed to determine how the Structure Plan's preferred land use outcome can best be achieved.

The assessment concludes that a site-specific Special Use Zone is the most appropriate tool to align the statutory planning framework with the strategic intent for the land, provide greater certainty about its future tourism role, and ensure the future use and development can be assessed against provisions tailored to the site's particular context, with regard to the areas unique character, environmental and landscape values.

The report recommends that the City pursue a planning scheme amendment to rezone the land to a site-specific Special Use Zone, that establishes tourism and visitor accommodation as the preferred land use outcome and manage future development to ensure that it responds to the site's gateway, coastal, rural and environmental context.

2. Site and Surrounding Context

The subject site is located at 2341–2349 Bellarine Highway, Point Lonsdale (see map 1 below). This is a prominent site at the western entrance into the Point Lonsdale township.

Map 1: Site Context and Study Area Map

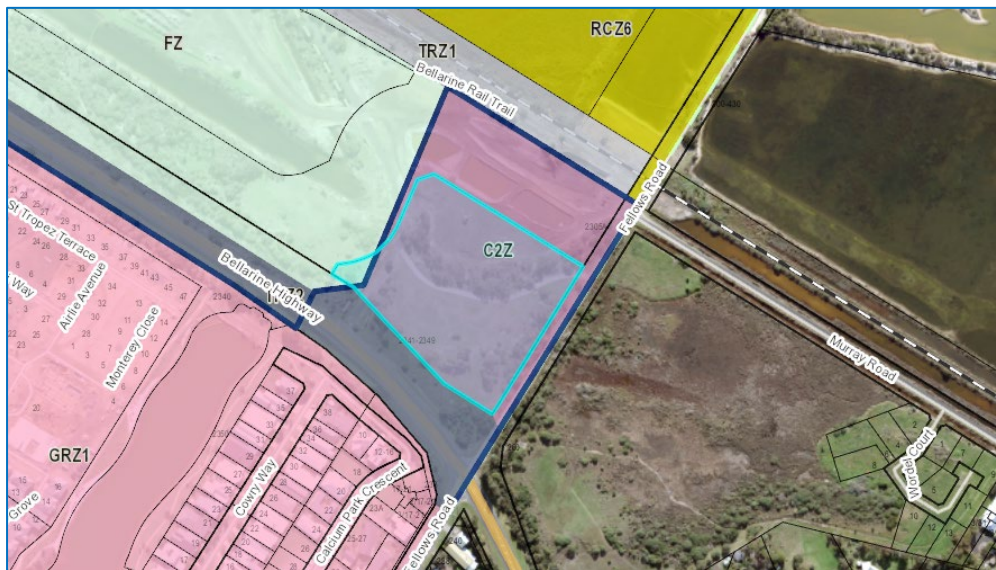


The subject site is around 1.9ha and is predominantly zoned Commercial 2 Zone. There is a small section of land zoned Farming Zone in the south-west corner of the site that sits outside the Protected Settlement Boundary (see map 2). Development Plan Overlay Schedule 21 (DPO21) – Point Lonsdale Residential and Waterways Development covers the northern portion of the site, Public Acquisition Overlay Schedule 3 (PAO3) – VicRoads, Proposed Road Category 1 covers a portion of land abutting the Bellarine Highway and the Significant Landscape Overlay, Schedule 11 (SLO11) – Lake Victoria and Yarram Creek covers the Farming Zone portion of the site. Zone and overlay maps can be found in appendix 1.

The site has an electricity easement along the western boundary (see Plan of Subdivision, appendix 2).

The Site falls within two ‘areas of cultural heritage sensitivity’ as defined under the Aboriginal Heritage Regulations 2018 and a proportion of the site is nominated as ‘flood prone’ under Councils mapping (see Section 7).

Map 2 - Zoning and Settlement Boundary Map



The DPO21 is no longer required as the drainage and waterway construction is now complete. It is proposed to be removed as part of this amendment. A Corrections and anomalies C486 amendment will rezone the adjacent drainage and waterway reserve from Commercial Zone and Farming Zone to Public Conservation and Resource Zone to reflect its purpose and council ownership (see map 3).

Map 3 – Drainage and waterway reserve to be rezoned under C486.



West and north of the site is a Council drainage reserve (proposed to be rezoned PCRZ) and private land zoned Farming Zone. Further north is the Bellarine Rail Trail reserve and farming properties located on the Swan Bay saltmarsh flats in the Rural Conservation Zone.

South, across the Bellarine Highway is The Point residential estate (GRZ1).

East, across Fellows Road is a large GRZ1 (and part NRZ1) site covered by an SLO and VPO located in the Borough of Queenscliffe.

Timeline / History

Table 1 below provides a summary of key events relating to the site.

Date / Year	Milestone	Strategic significance
Pre-2001	Rural zoning and earlier approvals	The land was in the Rural Zone. Earlier planning approvals, anecdotally for a commercial use, later contributed to a zoning anomaly following the introduction of the Victorian Planning Provisions.
8 March 2001	Rezoned for commercial use	Amendment C24 rezoned approximately 2.6 hectares from Rural Zone to Business 4 Zone to correct an anomaly and align the approved use.
2009	Point Lonsdale Structure Plan prepared	The business zoning was identified as inappropriate for the township entrance. The Structure Plan recommended a future Special Use Zone to support tourism and visitor accommodation.
2010	The Point development framework	Amendment C150 introduced DPO21 for The Point residential and waterways development. The overlay affected part of the site but did not materially change the Business 4 Zone applying to the subject land.
2012	Structure Plan incorporated	The Structure Plan, amended November 2011, was incorporated into the Greater Geelong and Borough of Queenscliffe planning schemes through Amendments C165 and C22, becoming the principal strategic planning document for the site.
2013	Business Zone converted	Statewide planning reforms converted the former Business 4 Zone to Commercial 2 Zone, retaining a broad commercial land use framework to the site.
2023	Bellarine Peninsula Statement of Planning Policy introduced	The Statement of Planning Policy (SPP) reinforced directions to protect coastal village character, Swan Bay, the Point Lonsdale entrance, rural and coastal landscapes, and tourism character. VC245, gazetted 13 February 2026, implemented the SPP.
2025	Coles purchase land and flag supermarket proposal	The site was purchased by Coles Group. Pre-application discussions for a supermarket generated community concern about consistency with the Structure Plan and the site's identified tourism and gateway role.
2026	Structure Plan wording changes (DTP)	Changes to the Structure Plan (part of SPP amendment VC245) now refer to site as 'potential future tourism and accommodation use' instead of 'Rezone for tourist accommodation / activity'.

Table 1 – Timeline

3. Proposal to Rezone the Site

There is currently a misalignment between the commercial zoning of the site and strategic directions identifying the site for tourism-related development.

The Point Lonsdale Structure Plan (2011) identified the land as inappropriate for conventional retail or commercial development and recommended rezoning to a Special Use Zone.

The existing Commercial Zone 2 (C2Z) provides a broad commercial development framework. The purpose of the C2Z is:

- To encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services.
- To ensure that uses do not affect the safety and amenity of adjacent, more sensitive uses.

The C2Z includes section 1 and section 2 uses such as industry, restricted retail premises, retail premises, supermarkets, trade supplies and warehouses. These uses are not aligned with the preferred tourism role identified for the site as the current zoning only allows for a residential hotel use (section 2). Development associated with these uses may involve large building footprints, extensive sealed parking areas, prominent signage, reduced site permeability and limited opportunities for vegetation retention. Such outcomes would conflict with policy directions for low-scale development, preserving the coastal village character of Point Lonsdale, the protection of rural and coastal landscapes and Swan Bay and providing a soft edge transition between urban and rural land. The range of uses permitted by the existing Commercial 2 Zone could also encourage out of centre retail development contrary to planning policy.

The proposal to rezone the land to SUZ, in line with the Structure Plan, will provide the planning framework to deliver the tourism use and establish controls that respond to the site's particular characteristics. Since the adoption of the Structure Plan further strategic work has been undertaken that further strengthens this approach. This includes the Bellarine SPP which details the role, scale and character of development on the Bellarine Peninsula.

The SUZ would also assist in maintaining the established role of the Queenscliff and Point Lonsdale activity centres while allowing the subject land to perform a complementary tourism function.

This report provides an assessment of whether the application of the SUZ is still appropriate in the current policy context.

4. Planning Framework

This section identifies the planning policy framework relevant to the proposed rezoning of 2341–2349 Bellarine Highway, Point Lonsdale. It provides the policy basis for the amendment, with the assessment against the policy framework provided in the Strategic Assessment section of this report and the C495 amendment Explanatory Report.

The relevant framework includes Ministerial Directions and Planning Practice Notes, State policy, regional policy, local policy and key background documents. The framework establishes consistent strategic directions for the land:

- Support for an appropriately scaled tourism and visitor accommodation role
- Protect Point Lonsdale’s coastal village character
- Recognise the site’s gateway location
- Respond to coastal, rural and environmental landscapes and interfaces, and
- Avoid inappropriate out-of-centre commercial or retail development.

The specific policies, directions and reference documents relevant to the amendment are provided in table 2 below.

Existing Planning Framework

Category	Policy / document	Relevance to amendment
Ministerial Directions	Ministerial Direction on the Form and Content of Planning Schemes	Requires the amendment to be prepared in the correct form and structure for inclusion in the planning scheme.
	Ministerial Direction No. 1 – Potentially Contaminated Land and Planning Practice Note 30 – Potentially Contaminated Land	Relevant to considering whether the land has potential contamination issues that need to be addressed through the amendment or future permit process. Refer to MD1 response.
	Ministerial Direction No. 11 – Strategic Assessment of Amendments	Requires the amendment to be strategically justified having regard to planning policy, environmental, social and economic effects, infrastructure and implementation.
	Ministerial Direction No. 13 – Managing Coastal Hazards and the Coastal Impacts of Climate Change	Relevant because the site is in a coastal settlement context where coastal hazards, inundation and climate change impacts must be considered.
	Ministerial Direction No. 15 – The Planning Scheme Amendment Process	Relevant to the process for preparing and progressing the planning scheme amendment.
	Ministerial Direction No. 19 -	Requires planning authorities to seek the views of the Environment Protection Authority

		(EPA) in the preparation of planning scheme amendments that could result in use or development of land that may result in significant impacts on the environment, amenity and human health due to pollution and waste.
Planning Practice Notes	Planning Practice Note 46 – Strategic Assessment Guidelines	Provides guidance for assessing whether the amendment is strategically justified and how it implements planning policy.
	Planning Practice Note 3 – Applying the Special Use Zone	Relevant to whether a site-specific Special Use Zone is the appropriate planning tool for the land.
	PPN99: Implementing a Strategic Settlement Boundary	Relevant for guidance on the zones that should be included within and outside the settlement boundary.
State policy	Clause 11.03-4S – Coastal settlement	Supports sustainable coastal settlement planning and protection of coastal resources, wetlands and infrastructure capacity.
	Clause 11.03-5S – Distinctive areas and landscapes	Requires planning to implement Statements of Planning Policy and protect the valued attributes of declared distinctive areas and landscapes.
	Clause 12.01-1S – Protection of biodiversity	Relevant to protecting biodiversity values associated with the site and surrounding landscape.
	Clause 12.02-1S – Protection of the marine and coastal environment	Relevant because the site is located near Swan Bay and sensitive coastal and marine environments.
	Clause 12.03-1S – River and riparian corridors, waterways, lakes, wetlands and billabongs	Relevant to nearby waterways, wetland systems, drainage and stormwater considerations.
	Clause 13.07-1S – Land use compatibility	Relevant to ensuring future tourism use and development is compatible with surrounding sensitive, rural and environmental interfaces.
	Clause 15.01 – Built environment	Relevant to ensuring future development provides a high-quality built form response that supports coastal village character and the gateway location.

	Clause 15.03-2S – Aboriginal cultural heritage	Relevant because the land is within areas of Aboriginal cultural heritage sensitivity.
	Clause 17.02-2S – Out-of-centre development	Relevant to discouraging inappropriate out-of-centre commercial and retail development on the site.
	Clause 17.04-1S – Facilitating tourism	Supports appropriately located and well-designed tourism facilities and accommodation opportunities.
	Clause 17.04-2S – Coastal and maritime tourism and recreation	Supports coastal tourism opportunities that strengthen connection with the marine and coastal environment.
	Clause 18.01 / 18.02 – Transport	Relevant to integrating future use and development with the road network, access arrangements and sustainable transport connections.
Regional policy	Bellarine Peninsula Statement of Planning Policy 2023	Provides the overarching regional policy framework for protecting the Bellarine Peninsula's settlement, landscape, environmental, tourism and infrastructure values.
	Clause 11.01-1R – Settlement: Geelong G21	Relevant to settlement hierarchy and township boundary considerations.
Local policy	Clause 02.03-1 – Settlement	Recognises the Bellarine Peninsula's tourism function, township character, rural and coastal landscapes and environmental values.
	Clause 02.03 – Bellarine Peninsula strategic directions	Supports contained urban development, preservation of township character, protection of rural and coastal landscapes and the tourism function of the Bellarine Peninsula.
	Clause 11.03-6L-01 – Bellarine Peninsula	Supports low-scale accommodation in tourism opportunity areas and development that strengthens Point Lonsdale's coastal village character and landscape setting.
	Clause 17.02-1L – Retail expansion	Supports the established retail hierarchy and requires new retail development to demonstrate

		demand, minimise impacts and provide net community benefit.
	Clause 17.02-2L – Out-of-centre development	Discourages out-of-centre use or development unless it cannot be accommodated within an existing centre and delivers a net community benefit.
	Clause 17.04-1L-01 – Tourism – Greater Geelong	Relevant to directing major tourist accommodation facilities to appropriate urban locations.
	Clause 17.04-1L-02 Tourism in rural areas	While this policy only applies to the use or development of land for tourism, tourist accommodation (including camping and caravan parks) or function centres on land in the Farming Zone or Rural Conservation Zone – the many of the principles are relevant to the subject land.
Background /other documents	Point Lonsdale Structure Plan 2009, amended 2011	Provides the key site-specific direction supporting rezoning to a Special Use Zone for appropriately scaled tourism or tourist accommodation use and avoiding bulky goods, commercial or retail use.
	Panel Report – Greater Geelong C165 and Queenscliffe C22, July 2011	Supported the Structure Plan direction for the land and recommended wording to clarify rezoning to a Special Use Zone.
	City of Greater Geelong Settlement Strategy 2020	Supports protecting township identity, character and non-urban breaks on the Bellarine Peninsula.
	City of Greater Geelong Retail Strategy 2020–2036	Supports the retail hierarchy and discourages new retail development in out-of-centre locations unless justified.
	Tourism Greater Geelong and Bellarine – Tourism Sustainable Destination Masterplan 2023	Identifies Queenscliff and Point Lonsdale as a tourism sub-region and supports improved visitor accommodation, sense of arrival and tourism experiences.
	Tourism Greater Geelong and Bellarine – Agritourism Roadmap 2026–2029	Supports complementary tourism experiences linked to landscape, food, nature, wellness, regional activity and longer stays.

Table 2 – Planning Framework

Reference / Background Documents

The following strategic work provides specific guidance for the subject land:

Point Lonsdale Structure Plan — 2009, amended 2011

The Structure Plan notes in relation to the site:

'The Business 4 zone land on the corner of Bellarine Highway and Fellows Road is currently vacant. This zoning, which encourages bulky goods retailing and manufacturing industry, is inappropriate for the land considering the tourism focus of Point Lonsdale and the location of the land acting as a gateway entry to the town. Opportunity exists to rezone the land to a Special Use Zone to facilitate the development of an appropriately scaled tourist accommodation or tourism related use. Any development on the site must respond to the site constraints and be designed to sit comfortably within the landscape/environmental setting in terms of site coverage, building heights and materials, landscaping and vegetation protection. Site buildings should be consistent with the prevailing built form heights of the locality.'

A direction of the Structure Plan is:

'Support a tourism use on the site on the north west corner of Bellarine Highway and Fellows Road such as a conference centre or motel use (4 to 5 star rated). Rezone the land to a Special Use Zone to facilitate an appropriate tourism use and to ensure no bulky goods, commercial or retail use on the site.'

The implementation plan recommends that the Business 4 Zone (now CZ2) land on the corner of Fellows Road and Bellarine Highway should be rezoned to a Special Use Zone providing for tourist use and development.

The Structure Plan recommended the Special Use Zone "to facilitate the development of an appropriately scaled tourist accommodation or tourism related use" and to prevent bulky goods, commercial or retail use on the site.

Amendment VC245 approved on 13/02/2026 amended the Structure Plan map at clause 11.03-6L-01 to change the land use direction for the site to 'Potential or Future Tourist Accommodation/Activity' from 'Rezone for tourist accommodation/activity'.

Panel Report Greater Geelong (C165) and Queenscliffe (C22) amendment for the Point Lonsdale Structure Plan, July 2011

The independent Panel that considered the Structure Plan amendment and supported the directions for the subject land and recommended wording to make the rezoning outcome clearer.

The Panel noted:

'It is the Panel's opinion that the Structure Plan should continue to recommend the rezoning of the Fellows

Road Land but that this rezoning be to a Special Use Zone (and not one of the suite of residential zones) accompanied by a Design and Development Overlay.'

And

'With respect to the Fellows Road Land, the wording of the Structure Plan be modified to remove reference to this land being rezoned to any residential zone and remove any wording implying that the rezoning of this land be through a section 96A combined rezoning/permit application process. Specifically, this includes:

- *Page 15: Retail/Commercial 4th Paragraph. Replace the words "Opportunity exists to rezone the land to any one of the suite of residential zones to facilitate an appropriately scaled*

tourist accommodation or tourism related use” with the words “Opportunity exists to rezone the land to a special use zone to facilitate an appropriately scaled tourist accommodation or tourism related use”.

- *Page 18/19: Activities Directions last dot point on Page 8. Replace the words “In conjunction with a development proposal, rezone the land to one of the suite of residential zones to ensure no bulky goods, commercial or retail use on the site” with the words “Rezone the land to a special use zone to facilitate an appropriate tourism use and to ensure no bulky goods, commercial or retail use on the site.”*
- *Page 35: Implementation Plan Applying Zones and Overlays 3rd dot point. Replace the words “Rezone the Business 4 zone land on the corner of Fellows Road and Bellarine Highway to one of a suite of residential zones in conjunction with a proposed tourist use” with the words “Rezone the Business 4 Zone land on the corner of Fellows road and Bellarine highway to a special use zone which provides for the tourist use and development of the land.”*

City of Greater Geelong Settlement Strategy 2020

The Settlement Strategy seeks to preserve the unique identity and character of each township on the Bellarine and to preserve the green/non-urban breaks between individual Bellarine townships.

The proposed site is located within the township boundary.

City of Greater Geelong Retail Strategy 2020–2036

The Retail Strategy (and supporting policies in the planning scheme) identifies a hierarchy of retail centres and states that new retail development should be consistent with that hierarchy. It encourages expansion of existing centres over developing new centres in out-of-centre locations and requires out-of-centre development provide a net community benefit.

The Fellows Road / Bellarine Highway land is not in an existing centre or identified in the hierarchy as a retail centre. Point Lonsdale is not identified for growth. Any retail development currently considered under the C2Z would need to have regard to the strategy and associated policies in relation to net community benefit and economic impacts on existing centres.

The current C2Z could undermine the retail hierarchy given the type of retail development that could be applied for under the zone in this out of centre location.

Tourism Greater Geelong and Bellarine - Tourism Sustainable Destination Masterplan 2023 (TSDM)

Queenscliff and Point Lonsdale are identified as a distinct tourism sub-region of the Bellarine. The area's major visitor assets are:

- Queenscliff Harbour and ferry;
- Shortland Bluff;
- Point Lonsdale foreshore;
- Historical and cultural attractions; and
- The coastal setting.

The Plan identifies a shortage of accommodation in the sub-region and identifies opportunities to diversify and modernise the existing accommodation offer. The identified experience gaps include:

- affordable 3–4 star accommodation;
- a better "sense of arrival";
- health and wellness;
- improved transport connections;
- and a stronger arrival experience around the main centres.

The tourism opportunity provided by the subject site is strongly supported through the Masterplan.

Tourism Greater Geelong and Bellarine - Agritourism Roadmap 2026–2029

The Agritourism Roadmap prioritises sustainable farm diversification, quality on-farm experiences, regional employment, and responsible ecosystem development. The Roadmap identifies agritourism as a way of:

- supporting farm diversification;
- increasing visitor spending and visitor yield;
- encouraging visitors to stay longer and undertake more activities;
- connecting visitors with local farms, producers, wineries and food;
- dispersing visitors and economic benefits throughout the region; and
- strengthening Greater Geelong and the Bellarine's position as a food, wine and visitor destination.

This roadmap could help identify and support complementary uses to support the primary tourist use identified for the site. It notes agritourism visitors tend to stay longer, spend more and participate in more activities, creating benefits across accommodation, hospitality, retail and attractions.

This, alongside the TSDM promote a tourism model based on experience, landscape, food, nature, wellness, connectivity and longer stays. Accommodation offer is a major component to the strategy.

Amendment VC245

The implementation of the SPP was done via amendment VC245. Changes included making reference to the declared Distinctive Area and Landscape, protected settlement boundaries and land use and development directions. The changes provide stronger recognition and encouragement of tourism uses on the Bellarine Peninsula and ensuring that development on Point Lonsdale's periphery integrates with the surrounding significant landscape and environmental features.

Proposed Amendment C469

In late September 2026, Council received conditional authorisation to exhibit proposed Amendment C469ggee. The proposed amendment implements the recommendations, including strengthening local policy (Clause 11.03-6L.01 Bellarine Peninsula) support for tourism accommodation use in Point Lonsdale and reinforcing the need for development on the township's periphery to integrate with the surrounding landscape and environmental features. More generally, the amendment seeks to update the MPS and PPF to consolidate information which is directly relevant to guiding decision making within the municipality. The amendment also seeks to add new content relating to climate change, environment and integrated water management.

5. Strategic Assessment

This review seeks to determine the most appropriate planning framework to deliver the strategic directions for the site, including an appropriately scaled tourism-related use and development outcome consistent with the structure plan and relevant policies.

The assessment provided below responds to the planning framework identified in the previous section.

Planning for distinctive areas and landscapes

Clause 11.03-5S seeks to recognise the importance of distinctive areas and landscapes and protect and enhance their valued attributes. It requires planning to recognise the unique characteristics of declared areas, implement Statements of Planning Policy and support use and development where it enhances the valued characteristics of those areas.

The Bellarine Peninsula Statement of Planning Policy (SPP) provides the overarching long-term strategic framework for the declared Bellarine Peninsula Distinctive Area and Landscape.

The SPP identifies Point Lonsdale a contained coastal settlement with a distinctive village character and a strong relationship with its surrounding coastal and rural landscape.

The proposed rezoning is consistent with Clause 11.03-5S because it would establish a more appropriate planning framework for a visually prominent and environmentally sensitive gateway site than the current C2Z. Rather than providing for a broad range of commercial development outcomes under the existing C2Z, the proposed SUZ can be tailored to facilitate an appropriately scaled tourism outcome that responds to the site's coastal setting, landscape character and relationship with Swan Bay. Design requirements can also provide for vegetation retention, preferred built form outcomes and a soft edge transition between urban and rural land in line with the SPP.

Coastal settlement and Marine and coastal environment

The State planning framework places significant emphasis on protecting Victoria's marine and coastal environments. It seeks to facilitate sustainable development in coastal settlements and to manage development having regard to coastal environmental values, infrastructure, drainage, water quality and the capacity of coastal settlements to accommodate growth.

The site is located at the entrance to Point Lonsdale and is near Swan Bay. The rezoning therefore needs to ensure that future development is appropriately scaled and designed for its coastal context.

The SUZ provides a more suitable mechanism than the existing C2Z to establish a land use framework specifically responding to the site's location. In particular, the SUZ schedule can establish clear parameters for the nature and scale of any tourism development and provide a basis for the detailed consideration of environmental, landscape, built form, access, drainage and servicing matters at the development approval stage.

Economy and Tourism

The State planning framework supports tourism activities that provide environmental, economic and social benefits and encourages a network of tourism opportunities throughout regional Victoria. Tourism is an important component of the Bellarine Peninsula economy, and the strategic planning framework recognises the Peninsula's role as a tourism destination.

The SPP recognises tourism as an important component of the Bellarine Peninsula's economy and supports tourism development that is compatible with the Peninsula's environmental, landscape and settlement values.

Local tourism strategies support a diverse range of accommodation options being provided on the Bellarine and promote a stronger sense of arrival at the main centres. This site provides an opportunity to deliver these outcomes.

The site's prominent location at the entrance to Point Lonsdale provides an opportunity for tourism development to contribute positively to the visitor economy, if the development respects the township's coastal village character. The site is located within the settlement boundary and has the potential to provide an appropriate interface/transition to the surrounding rural landscape/green break.

The proposed SUZ represents a balanced approach between facilitating economic and tourism activity and protecting the environmental and landscape values that underpin Point Lonsdale's tourism appeal. The SUZ can facilitate an appropriately scaled, designed and managed development having regard to the coastal village character and landscape setting of Point Lonsdale.

Settlement

The Greater Geelong Municipal Planning Strategy recognises the Bellarine Peninsula as an area highly valued for its tourism function, rural and coastal landscapes and environmental attributes.

The MPS directs that urban development be contained within protected settlement boundaries and seeks to maintain the unique township, landscape, tourism, farming and environmental values of the Bellarine Peninsula.

The proposed amendment is consistent with these directions. The amendment does not alter the established settlement boundary or facilitate outward expansion of Point Lonsdale. Rather, it seeks to appropriately manage development within the existing settlement. The exception is the small pocket of Farming Zoned (~500sqm) land located outside the existing settlement boundary but within the subject site title boundary. In this case the proposed SUZ is appropriate outside the boundary because it will bring the title under one zoning and will ensure the site is wholistically planned and managed. There is an opportunity to amend the Protected Settlement Boundary at a future date to bring the entire site within the boundary however the change from FZ to SUZ does not rely on the boundary being amended first. PPN99: Implementing a Strategic Settlement Boundary states land should be included if its inclusion will produce a more logical and enduring boundary and, in this case, including the full land title would do that.

Bellarine Peninsula

The Bellarine policy applies to Point Lonsdale and has objectives to ensure development responds to the identity and preferred character of individual townships and to provide attractive and sustainable development in designated locations. Strategies include:

- supporting low-scale accommodation in tourism opportunity areas; and
- supporting development that strengthens the coastal village character and landscape setting of Point Lonsdale.

The policy identifies low-scale forms, articulation, appropriate materials, limited site coverage, setbacks and native coastal and indigenous vegetation as important components of the desired development response.

Environment and biodiversity

The environmental values surrounding Point Lonsdale, including Swan Bay and associated coastal and wetland environments, are important considerations in determining the appropriate future use and development of the site. Potential impacts from flooding, coastal inundation and the impacts of climate change must be considered.

The proposed rezoning seeks to establish a land use framework in which the nature, scale and design of future development can be appropriately controlled through appropriate requirements and decision guidelines addressing environmental management, stormwater, vegetation, landscaping and other relevant environmental matters.

Built form and landscape character

The strategic planning framework establishes a clear preference for development in Point Lonsdale that is low scale and responsive to the coastal village character.

The SUZ can include appropriate built form and landscape controls including:

- Consideration of the coastal setting and Point Lonsdale village character
- site coverage
- building scale, materials, setbacks and height
- visual impact
- landscape treatments.

These measures directly implement the current policy directions for Point Lonsdale.

Transport and access

The site's location on Bellarine Highway and Fellows Road makes transport and access an important consideration in the amendment.

The Point Lonsdale Structure Plan identifies improvements to Shell Road, Fellows Road and Bellarine Highway, together with pedestrian and cycling connections, as matters to be considered in implementing development within the structure plan area.

The SUZ can ensure future development is designed to integrate appropriately with the existing and planned transport network.

Infrastructure and servicing

The Point Lonsdale Structure Plan specifically identifies water-sensitive urban design and stormwater management as important considerations associated with development in the area.

The suitability of the site for a future land use should be considered having regard to the availability and capacity of:

- water
- sewerage
- electricity
- drainage
- waste services and
- other essential infrastructure.

The SUZ requires demonstrating that the preferred tourism outcome can be accommodated without unacceptable impacts on existing infrastructure or the coastal environment.

Overall strategic assessment

The proposed rezoning is strategically justified for the following reasons:

- **It implements an established site-specific strategic direction.**
The Point Lonsdale Structure Plan specifically identified the site for rezoning to a Special Use Zone to provide for tourism use and development.
- **It is consistent with the current Bellarine Peninsula planning framework.**
The Bellarine Peninsula Statement of Planning Policy seeks to protect the Peninsula's distinctive landscape, environmental and settlement values while supporting appropriately located tourism and economic activity. It also supports an appropriate urban-rural transition.
- **It supports the current Point Lonsdale policy direction.**
Clause 11.03-6L-01 supports low-scale accommodation in tourism opportunity areas and development that strengthens Point Lonsdale's coastal village character and landscape setting.

- **It provides a better planning response to the site's gateway location.**
The site is visually prominent at the entrance to Point Lonsdale and has a strong relationship with the surrounding coastal landscape. A tailored SUZ can deliver a response to this site's specific context.
- **It provides greater control over future development.**
A tailored SUZ can establish a more specific land use and development framework than the existing C2Z by setting section 1, 2 and 3 uses based on the strategic directions for the site.
- **It supports the tourism function of Point Lonsdale.**
The proposed outcome aligns economic activity with the established tourism role of the Bellarine Peninsula.
- **It reduces the potential for inappropriate out-of-centre commercial development.**
The amendment is consistent with the State policy direction to manage out-of-centre commercial and retail development which could arise under the current zone.
- **It does not facilitate settlement expansion.**
The amendment concerns land within the existing Point Lonsdale settlement and does not seek to alter the protected settlement boundary. A low scale tourism use could achieve an appropriate interface/transition between the township and the green break.
- **It provides a framework for responding to environmental and coastal constraints.**
Future development can be required to appropriately address Swan Bay, stormwater, landscape, biodiversity, coastal hazards and infrastructure through a tailored SUZ.

6. Site Constraints, Infrastructure and Servicing

The following section provides an overview of the site constraints, infrastructure and servicing. Referrals to servicing authorities, agencies and entities will occur as part of the amendment process.

Roads

The site has two street frontages, Fellows Road (council road) and Bellarine Highway (state road).

Fellows Road

Fellows Road is currently a 4m wide asphalt roadway. It runs along the eastern boundary of the site and has roadside vegetation that is mapped and recorded as a Council Biosite (Coastal Salt Marsh). The roadside vegetation is significant and should be retained and protected where possible. Where removal is being considered, consent will be required. Any future proposal should consider the capacity of Fellows Road to deal with additional traffic and identify if any upgrades that may be required through a traffic report.



Image 1 - Fellows Road looking north-east from the corner of the Bellarine Highway (source: Streetview Google Maps).



Image 2 - Fellows Road looking south-west from the existing site access (source: Streetview Google Maps).

Bellarine Highway

The Highway is a single carriageway with two lanes with right hand turning lane into Fellows Road and painted central median separation. A public acquisition overlay is located on the southern end of the site to the benefit of Vic Roads for Proposed Road - Category 1



Image 3 - Bellarine Highway looking north west towards Ocean Grove at the corner of Fellows Road (source: Streetview Google Maps).



Image 4 & 5 - Bellarine Highway looking south east towards Point Lonsdale and the existing access to the site (source: Streetview Google Maps)



Image 6 -Subject site and extent of PAO adjacent to the Bellarine Highway (source: Places Weave CoGG)

Any changes to access arrangements to this road as part of a future proposal will need approval from VicRoads.

Section 173 Agreement and Title Restrictions

The subject land is encumbered by three (3) section 173 agreements that apply to the land as shown in appendix 3. These agreements relate to the staged construction and management of open space, waterways, conservation areas, infrastructure and community facilities. In accordance with these agreements, the provision of these stage works must accord with the relevant endorsed planning documented associated with the Point Estate development. Instrument AH865021J provides conditions relating to implementation and compliance with the approved Native Vegetation Plan for the Point Estate.

Aboriginal Cultural Heritage

The site is mapped as having potential for Aboriginal cultural heritage under the Aboriginal Heritage Act 2006 and regulations.

A Cultural Heritage Management Plan may be required before deciding on a planning permit for a "high-impact activity". This circumstance does not change with a rezoning from C2Z to SUZ.

The site was considered (formed part of the study area) under the '*An archaeological assessment of Point Lonsdale residential development, Victoria September 2006*' prepared by Biosis as part of The Point development amendment. This report did not identify any existing recorded or new Aboriginal archaeological sites on the subject land.



Image 7 – Areas with potential for Aboriginal cultural heritage

Vegetation

The site contains several vegetation patches consisting of ecological vegetation classes Brackish Grassland (EVC 934), Coastal Alkaline Scrub (EVC 858) and Coastal Saltmarsh (EVC 9).

As part of any future proposal details of any native vegetation removal will need to be provided, this includes any vegetation that was removed without the required approvals, on the same property or on contiguous land in the same ownership as the applicant, in the five year period before the application for a permit is lodged, in accordance with the '*Guidelines for the removal, destruction or lopping of native vegetation*' (DEECA, August 2025).

The removal of roadside vegetation removal must also form part of the assessment.

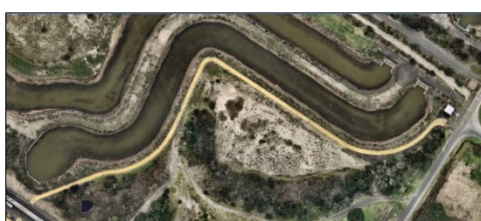


Image 8 - Aerial image of vegetation patches on the site (source: Nearmap)

A Native Vegetation Offset Management Plan (Report No.9092) was prepared by Nature Advisory and endorsed as part of the Point Estate development (Planning Permit No: 673-2007). Page 9 of the endorsed plan outlines native vegetation on the subject land to be removed and retained.

Condition 4 of Instrument AH865021 provides the following :

- (a) not remove vegetation on the Land other than in accordance with the Native Vegetation Offset Plan;*
- (b) comply with and implement the Native Vegetation Offset Plan.*

Instrument AH865021 binds the land owner to comply with the endorsed Offset Plan. Should the landowner seek to vary the endorsed plan, Condition would likely be required to be removed from the title.

Stormwater

The site is located approximately 1km west of an internationally important Ramsar wetland. Swan Bay is part of the Port Phillip Bay (Western Shoreline) and Bellarine Peninsula Ramsar site and is valued for its extensive intertidal mudflats and saltmarsh communities which provide critical feeding grounds for thousands of migratory shorebirds protected under international treaties. A significant impact assessment for Matters of National Environmental Significance will likely be required to determine if a proposal has an impact on the Ramsar site. This process is a separate federal approval process.

The wetland system located to the north and west of the property was developed as part of The Point Estate. It is an inlet where water from the surrounding “The Point” development discharges into Swan Bay and is subject to an EPBC Act controlled action (referral no 2003/1144), which requires ongoing monitoring and water quality testing.



Image 12 – Electricity easement located on the western edge of the subject site including two power poles (Source: Places Weave CoGG).



Image 13 – Power poles located within the subject site and road reserve near site access off Bellarine Highway (source: Streetview).

There are existing gas assets located along Bellarine Highway, Fellows Road, Shell Road and also in existing roads of the former Lonsdale Lakes subdivision northeast of Fellows Road. High-pressure supply mains extend from Bellarine Highway along Fellows Road and Peterho Road with low-pressure reticulation mains in the balance of internal local roads distributing supply to consumers.

Vegetation removal required to facilitate utility connections should be considered as part of any proposal.

Potentially Contaminated Land

The subject land has been historically used for shell grit mining and commercial/industrial activities. Prior to being subdivided and the construction of the Point Estate, a former metal fabrication company was located on the parent lot. As outlined in the accompanying Response to Ministerial Direction No.1, a number of activities occurred on the land that result in the possibility of the subject land being potentially contaminated.

As discussed in the accompanying Response to Ministerial Direction No.1 (Site Potential Contamination Review), several environmental audits were prepared for the proposed Point Estate residential development. The preparation of these environmental audits was recommended by an initial environmental effects statement prepared in 2005. The report concluded that due to historical industrial uses of parts of the land to be developed as the Point Estate, any historic industrial land proposed for sensitive uses must contemplate the preparation of an environmental audit.

As the land to the north of the Bellarine Highway was not intended to be developed, no environmental audits were prepared. Due to historic uses of the subject land for commercial/industrial activities, the requirements of Ministerial Direction No.1 are relevant with requirement for environmental audit of the site.

7. Assessment of Planning Tool Options

The proposed amendment seeks to rezone 2341–2349 Bellarine Highway, Point Lonsdale from the Commercial 2 Zone (C2Z) to a Special Use Zone (SUZ) to provide a planning framework for an appropriately scaled tourism and visitor accommodation outcome.

A rural zone has been ruled out due to the site's inclusion within the settlement boundary, together with its identification in the structure plan for a tourism use which establishes a strategic role for the land as part of the Point Lonsdale township rather than as part of the surrounding rural area. This approach is consistent with PPN99: Implementing a Strategic Settlement Boundary.

In determining the most appropriate planning tool, consideration has been given to whether the desired strategic outcome could reasonably be achieved through:

- retaining the existing Commercial 2 Zone
- applying another standard zone
- applying a standard zone in conjunction with an overlay
- applying a Special Use Zone
- applying a Development Plan or Design and Development Overlay or other additional planning control or
- relying on local policy or a planning permit process without changing the zone.

The assessment has been undertaken having regard to the strategic intent of the planning framework (section 4) and strategic assessment (section 5).

Planning objectives to be achieved

The strategic objective for the land is to establish a planning framework that:

1. provides sufficient certainty regarding the preferred future role (tourism accommodation) of the land
2. responds to Point Lonsdale's coastal village character
3. protects the landscape and environmental qualities of the Bellarine Peninsula
4. recognises the site's prominent gateway location
5. avoids inappropriate out-of-centre commercial and retail development
6. enables detailed assessment of built form, access, landscaping, environmental and servicing matters and
7. establishes an appropriate long-term, flexible land use framework for the site.

Summary of Options Considered

The table below considers and assesses the planning control options available.

Planning tool / option	Assessment	Advantages	Disadvantages	Conclusion
Retain existing Commercial 2 Zone	Maintains the existing broad commercial land use framework but does not identify tourism or visitor accommodation as the preferred strategic role of the site.	No amendment required; retains commercial flexibility; avoids changing existing land use.	Does not implement the site-specific strategic direction; retains broad commercial potential including out-of-centre retail development; provides limited ability to tailor land uses.	Not considered to achieve the strategic objective.
Rezone to Commercial 1 Zone	Provides for retail, commercial, entertainment and community uses but would retain a strong commercial and retail focus.	Standard VPP zone; can accommodate some tourism-related activities.	May encourage out-of-centre retail development; does not adequately distinguish the site from an activity centre location.	Not appropriate because it retains a broad commercial focus similar to C2Z.
Rezone to Mixed Use Zone	Provides flexibility for a mixture of uses but is broader than required to implement the tourism-focused objective.	Standard VPP zone; flexible range of land uses; can accommodate tourism and commercial activities.	May introduce residential and other uses that are not part of the preferred outcome; does not clearly establish tourism as the primary role.	Not preferred because it provides excessive flexibility beyond strategic direction for site.
Standard zone with Design and Development Overlay	Could regulate built form matters but would not establish the preferred tourism land use framework.	Can provide strong site-specific built form controls; standard VPP mechanism; can complement a land use zone.	Does not resolve the fundamental land use issue; may retain broad C2Z permissions; could add unnecessary layering of controls.	May be appropriate as a complementary control but not as a substitute for rezoning.
Standard zone with Development Plan Overlay	Could establish a comprehensive development framework but would not fundamentally change the underlying land use permissions.	Can coordinate access, infrastructure, staging, landscaping, drainage and environmental management.	Does not establish tourism as the preferred land use; does not remove inappropriate commercial and retail opportunities; may duplicate other controls.	Potentially complementary, but not an appropriate primary mechanism. Should not be required for one title in single ownership.
Retain C2Z and rely on local policy	Could express a policy preference for tourism-related development, but would not alter the	Relatively simple scheme change; retains flexibility; avoids creating a specialised zone.	Cannot adequately restrict inappropriate C2Z land uses; provides less certainty; relies	Not sufficient to achieve the strategic objective but could provide a complementary role.

	land use permissions of the underlying zone.		heavily on discretionary decision-making.	
Special Use Zone	Provides a site-specific framework to change the preferred land use role from broad commercial activity to appropriately scaled tourism and visitor accommodation.	Directly implements the strategic direction; establishes tourism as the preferred role; can restrict inappropriate commercial uses; provides greater certainty.	Requires careful drafting and strong strategic justification; may reduce existing commercial flexibility; may require complementary controls.	Most appropriate primary planning tool.

Table 3 – Summary of planning control options

Assessment of the Options

The following assessment details the planning tool options considered to achieve the strategic directions for the site for a tourism and accommodation use.

Option 1 & 2 – Retain the existing Commercial 2 Zone or Rezone to Commercial 1 Zone

Assessment

Retention of the C2Z or change to C1Z would maintain the existing broad commercial land use framework.

The C2Z provides for a range of commercial, office, business, industrial and retail uses. While this provides flexibility, it does not specifically identify tourism or visitor accommodation as the preferred strategic role of the site. C1Z provides more opportunity for residential and mixed use outcomes but still provides for a broad range of commercial uses.

Retention of the C2Z or a change to the C1Z would continue to allow a range of land uses that may not be consistent with:

- the site's gateway role;
- the coastal village character of Point Lonsdale;
- the Point Lonsdale Structure Plan;
- the Bellarine Peninsula Statement of Planning Policy;
- the current Point Lonsdale local policy framework; and
- the objective of directing tourism activity to an appropriately located and controlled site.

In particular, these zones would not implement the longstanding recommendation of the Point Lonsdale Structure Plan that the site be rezoned to a Special Use Zone providing for tourism use and development.

Advantages

- No planning scheme amendment required to maintain C2Z.
- Retains broad commercial flexibility.
- Avoids changing existing commercial land use rights.

Disadvantages

- Does not implement the site-specific strategic direction.
- Does not establish tourism as the preferred land use outcome.
- Retains broad commercial development potential.
- Provides limited ability to tailor permitted land uses to the site's specific circumstances.
- Does not provide a clear statutory response to the site's gateway and coastal context.
- May facilitate development inconsistent with the preferred character and strategic role of Point Lonsdale.

Conclusion

Commercial zones are not considered to achieve the strategic objectives identified for the site.

Option 3 – Rezone to Mixed Use Zone

Assessment

The Mixed Use Zone (MUZ) provides for a mixture of residential, commercial, industrial and other uses and is generally intended for locations where a mixture of uses is appropriate.

While the MUZ could provide flexibility for tourism and visitor accommodation, it would introduce a broader range of land uses than is necessary to implement the strategic objective for the site.

In particular, the inclusion of residential and other mixed-use opportunities could dilute the strategic intention to establish the land as a tourism-focused gateway site.

The MUZ is therefore not considered to provide the degree of strategic specificity required.

Advantages

- Standard VPP zone
- Flexible range of land uses
- Can accommodate tourism and commercial activities
- May facilitate future changes in land use.

Disadvantages

- Broader than the strategic objective requires
- May introduce residential and other uses that are not part of the preferred outcome
- Does not clearly establish tourism as the primary role
- Does not provide a site-specific response to the gateway and coastal village setting
- Could result in development outcomes inconsistent with the Point Lonsdale Structure Plan.

Conclusion

The MUZ is not preferred because it provides excessive flexibility relative to the strategic objective and could result in a use and development that is incompatible with landscape and tourism objectives identified for the area.

Option 4 & 5 – Apply a standard zone with a Design and Development Overlay or Development Plan Overlay

Assessment

A further option would be to retain or apply an appropriate standard zone and use a Design and Development Overlay (DDO) or Development Overlay or Development Plan Overlay (DPO) to establish site-specific development and built form requirements.

A DDO could potentially address:

- building height and setbacks
- site coverage
- landscaping
- materials and building articulation
- visual impacts
- access
- parking and
- other built form matters.

However, a design overlay primarily regulates the physical form of development. It would not, by itself, establish the preferred tourism land use framework.

For example, a DDO could limit building height but could not substitute for a strategic decision about whether large-format retail, conventional commercial development or other broad C2Z uses should remain available.

A DPO can guide and shape future land use, but it cannot override the base zone requirements. Given the land in question is a single title, a DPO is not considered necessary to ensure development occurs in a coordinated and integrated manner.

The use of a DDO or DPO in conjunction with the existing C2Z would therefore address only part of the strategic issue.

Advantages

- Can provide strong site-specific built form controls
- Standard VPP mechanism
- Could address the site's gateway and landscape character
- Can complement a land use zone.

Disadvantages

- Does not resolve the fundamental land use issue
- Would retain the broad C2Z land use permissions
- Could result in extensive layering of controls to compensate for an inappropriate underlying zone

Conclusion

A DDO may be appropriate as a complementary control, depending on the final development framework, but it is not considered an appropriate substitute for changing the underlying zone.

Option 6 – Retain the C2Z and rely on local policy

Assessment

The local policy could be amended to express a preference for tourism-related development on the site and discourage inappropriate commercial uses.

However, policy provisions generally operate as decision-making guidance and do not fundamentally alter the land use permissions established by the underlying zone.

A policy-only approach would therefore not provide sufficient certainty that the strategic objective could be achieved.

It would also leave the planning scheme inconsistent with the site-specific recommendation of the Point Lonsdale Structure Plan.

Advantages

- Relatively simple planning scheme change.
- Retains flexibility under the existing zone.
- Avoids creating a specialised zone.

Disadvantages

- Cannot adequately remove or restrict inappropriate land uses permitted by the C2Z.
- Provides less certainty regarding the preferred land use outcome.
- Relies heavily on discretionary decision-making.
- Does not provide the site-specific statutory framework contemplated by the Structure Plan.

Conclusion

A policy-only approach is not considered sufficient to achieve the strategic objectives for the site.

Option 7 – Special Use Zone

Assessment

The Special Use Zone provides for land to be used and developed for specific purposes where a standard zone does not adequately address the strategic circumstances and context of the land.

The SUZ is considered appropriate because the subject site has a combination of characteristics that distinguish it from conventional commercial or mixed-use zones:

- it is located at a prominent gateway to Point Lonsdale
- it is within a sensitive coastal and rural landscape
- it has a strong relationship with Swan Bay
- it is identified through the Point Lonsdale Structure Plan for a tourism-oriented land use outcome
- the current local policy framework supports low-scale accommodation in tourism opportunity areas
- it sits outside of a nominated activity centre
- the strategic framework seeks to protect the coastal village character of Point Lonsdale; and
- the desired land use outcome is more specific than that provided by a conventional commercial or mixed-use zone.

Planning Practice Note 3 – Applying the Special Use Zone has been used to consider the appropriate use of the Special Use Zone. The SUZ provides the ability to establish a site-specific purpose and define the land uses and buildings and works that are appropriate for the land. This allows both the preferred land use and the built form to be considered.

Advantages

- Directly implements the site-specific strategic direction
- Establishes tourism as the preferred land use role
- Can restrict inappropriate industrial, commercial, residential and retail uses
- Provides a site-specific statutory framework
- Can respond to the site's coastal and landscape characteristics
- Provides greater certainty for the community and landowner
- Can be supplemented by policy or overlays if necessary
- Aligns with the recommendation of the Point Lonsdale Structure Plan

Disadvantages

- Requires careful drafting of a site-specific schedule.
- Introduces a specialised planning provision.
- Requires strong strategic justification in accordance with the guidance for applying the SUZ.
- May require additional controls to manage built form, environmental and infrastructure matters.

Conclusion

The SUZ is considered the most appropriate primary planning tool for the site. Standard zones cannot achieve the planning objectives and a tailored approach is required to deliver the identified future preferred use.

Comparison of options

The table below compares and rates the options.

Planning tool	Establishes tourism as preferred role	Controls inappropriate land uses	Responds to site-specific context	Controls built form	Implements Structure Plan	Overall suitability
Retain C2Z	Low	Low	Low	Medium	No	Low
C1Z	Medium	Low	Low	Low	No	Low
MUZ	Medium	Low	Low	Low	No	Low–Medium
C2Z + DDO	Low	Low	High	High	Partial	Medium
C2Z + DPO	Low	Low	Medium–High	Medium	Partial	Medium
C2Z + local policy	Medium	Low	Medium	Low	Partial	Low–Medium
SUZ	High	High	High	Medium–High	Yes	High

Table 4 – Comparison of planning options

The comparison demonstrates the difference between regulating the form of development and establishing the appropriate land use outcome.

A DDO or DPO could provide additional controls over the physical development of the site, but neither would adequately address the underlying strategic issue created by the broad commercial land use permissions of the C2Z.

An assessment against PPN03: Applying the Special Use Zone demonstrates a tailored approach is needed to achieve the strategic objectives for this site, and this is best achieved under the SUZ. The strategic basis for the SUZ has been clearly established due to the unique nature of the site and a due to a specific preferred use (tourism) being identified for the site. A standard zone does not provide for a focus on tourism uses and could allow undesirable uses. A local policy does not provide a level of certainty around use without the appropriate zone. An overlay can complement a zone but cannot provide a level of certainty around land use.

8. Preferred Option – Special Use Zone

The Special Use Zone is preferred for five principal reasons:

i. It implements an established strategic direction

The Point Lonsdale Structure Plan and local policy specifically recommended that the land be rezoned to a Special Use Zone providing for tourism use and development.

The proposed amendment implements the strategic land use direction for the site.

ii. It establishes the preferred land use role

The fundamental strategic objective is to transition the site from a broad commercial role to an appropriately scaled tourism role.

Land use is most appropriately addressed through the application of the underlying zone. Other zones provide for a broad range of uses that are not consistent with the site's unique characteristics.

iii. It responds to the site's particular characteristics

The site is not a generic commercial land parcel. It is located at the entrance to Point Lonsdale and this gateway site can influence the character and feel of the 'village', its relationship with Swan Bay and broader rural and coastal landscape. Directions within the Bellarine Peninsula Statement of Planning Policy warrant a planning framework specifically tailored to those characteristics.

iv. It provides greater certainty

The SUZ can establish a clear statement of purpose and define the land uses intended to be supported.

This provides greater certainty than relying on a generic zone with or without a discretionary policy or overlay considerations.

v. It allows complementary controls where necessary

The SUZ does not need to perform every regulatory function.

Existing provisions and, where justified, additional controls such as a DDO could address if required:

- built form
- landscape
- access
- site layout
- infrastructure
- environmental management and
- staging.

The planning framework should therefore use the minimum number of provisions necessary to achieve the strategic outcome and avoid duplication.

Recommended approach to the SUZ schedule

The schedule should be drafted to provide a framework to deliver the identified strategic directions for the site rather than detailed requirements for a particular development outcome. The schedule should provide a level of flexibility while clearly articulating the preferred outcome consistent with the Structure Plan.

The schedule should clearly identify:

Purpose

The purpose should establish that the zone is intended to:

- provide for appropriately scaled tourism and visitor accommodation
- support the tourism role of Point Lonsdale
- protect the coastal village character and landscape setting
- manage development having regard to the site's environmental context and
- prevent land uses that would undermine the strategic role of the site.

Land uses

The schedule should clearly distinguish between:

- preferred tourism uses
- complementary uses
- uses requiring planning permission and
- uses that should not occur because they are inconsistent with the strategic intent.

Development requirements

Potential matters include:

- maximum building height
- site coverage
- setbacks
- landscaping
- access
- parking
- pedestrian and cycling connections
- environmental management
- stormwater and
- landscape character.

These requirements are proposed to be included in the SUZ schedule where there is a clear strategic rationale.

There will be detailed matters that can be dealt with as part of the planning permit assessment.

The proposed SUZ schedule is provided in section 9.

Examples of Special Use Zone facilitating Tourism outcomes

There are several examples of the Special Use Zone being used in coastal townships to facilitate tourism outcomes, including:

- Torquay tourism development precinct SUZ5 Surf Coast Planning Scheme
- Anglesea Tourism Development Precincts SUZ8 Surf Coast Planning Scheme
- Wilsons Promontory Gateway Tourist Facility SUZ4 South Gippsland Planning Scheme

And rural example:

- Shaws Road, Ballan Tourism Precinct SUZ5 Moorabool Planning Scheme

These examples demonstrate:

- The SUZ is appropriate to apply to deliver tourism outcomes.
- A specific outcome is not required to apply the zone and there is flexibility within the schedule to promote a variety of tourism and tourism complementary uses.
- The purpose can specify land use and development outcomes.
- Application requirements can be used to determine what information, plans and supporting evidence the applicant must provide before the application can be properly assessed. This includes matters such as details of the use and development, stormwater, landscaping, waste management, traffic and parking, flora and fauna assessment and management arrangements.
- Decision guidelines can set out the matters the responsible authority must consider when deciding whether a permit should be granted, including matters such as the land use focus, servicing, drainage, traffic, amenity, environment, design quality and ESD.

9. Draft Special Use Zone Schedule

It is recommended the City prepare a planning scheme amendment to rezone the subject land to Special Use Zone with a tailored schedule. A draft schedule has been developed to address the matters identified in this report, it will be subject to further review and community consultation.

SCHEDULE 19 TO CLAUSE 37.01 SPECIAL USE ZONE

Shown on the planning scheme map as SUZ19.

TOURISM SITE - 2341-2349 BELLARINE HIGHWAY, POINT LONSDALE

Purpose

To facilitate low scale, low density tourism development on the land.

To ensure use and development is compatible with adjoining sensitive environmental and landscape values.

To encourage the use of responsive designs, materials and colours which reflect and enhance the sensitive environmental and coastal village character of Point Lonsdale.

To provide for tourism development that includes a high standard of environmental and landscape design that supports climate resilience.

1.0

Table of uses

Section 1 - Permit not required

Use	Condition
Automated collection point	Must meet the requirements of Clause 52.13-3 and 52.13-5. The gross floor area of all buildings must not exceed 50 square metres.
Informal Outdoor Recreation	
Any use listed in Clause 62.01	Must meet the requirements of Clause 62.01

Section 2 - Permit required

Use	Condition
Agriculture	Must be used in conjunction with a tourism use on the land.
Bed and breakfast	Must be used in conjunction with a tourism use on the land.
Caretaker's house	Must be used in conjunction with accommodation or a tourism use on the land.
Camping and caravan park	Must be in the form of low-density tourist accommodation.
Convenience shop	Must be used in conjunction with accommodation or a tourism use on the land.
Education centre	Must be used in conjunction with accommodation or a tourism use on the land.
Food and drink premises (other than restaurant)	Must be used in association with another use in Section 2.
Function centre	Must be ancillary to tourist accommodation on the land.
Group accommodation	Must be in the form of low-density tourist accommodation.
Host farm	Must be used in conjunction with a tourism use on the land.
Interpretation centre	
Leisure and recreation (other than informal recreation)	Must be ancillary to tourist accommodation on the land.
Market	Must be used in conjunction with a tourism use on the land.

GREATER GEELONG PLANNING SCHEME

Use	Condition
Museum	
Primary produce sales	Must be used in conjunction with a tourism use on the land.
Residential hotel	Must be in the form of low-density tourist accommodation.
Restaurant	Must be used in conjunction with accommodation or a tourism use on the land.
Restricted place of assembly	Must only be in association with a tourism use and tourism activities and pastimes.
Restricted recreation facility	Must only be in association with a tourism use and tourism activities and pastimes.
Any other use not in Section 1 or 3	

Section 3 - Prohibited

Corrective institution
 Dwelling (other than Bed and breakfast, Caretaker's house)
 Earth and energy resources industry
 Industry
 Office
 Place of assembly (other than Function centre, Museum and Restricted place of assembly)
 Retail premises (other than Convenience shop, Food and drink premises, Market and Primary produce sales)
 Residential building (other than Residential hotel)
 Residential aged care facility
 Retirement village
 Service station
 Small second dwelling
 Warehouse

2.0

Proposed C485ggee

Use of land

Use of the land

Application Requirements

The following application requirements apply to an application for a permit under Clause 37.01, in addition to those specified in Clause 37.01 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A written description of how the proposed use meets the purpose of this Schedule and is consistent with the Point Lonsdale Structure Plan 2009.
- A description of the purpose of the use and the type of activities that will be carried out.
- A site plan and description showing how the proposed use will complement the existing environmental and landscape characteristics of the area.
- The likely effects, if any, on adjoining land, including but not limited to;
 - noise levels,
 - traffic,
 - hours of delivery and dispatch of goods (including garbage collections),
 - hours of operation,

GREATER GEELONG PLANNING SCHEME

- potential light spill,
- the appearance of any buildings, works or materials.

Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 37.01, in addition to those specified in Clause 37.01 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

General Issues

- The capability of the land to accommodate the proposed use in relation to existing infrastructure and services.
- The effect of traffic to be generated on roads.
- The provision of car parking and access to the site.
- Any impact upon the surrounding area especially adjoining wetlands and neighbouring residential areas.

Environmental Issues

- The impact of the proposed use on the natural physical features and resources of the area, in particular on vegetation, soil and water quality.
- The impact of the proposed use on flora, fauna and landscape.
- The impact of the proposed use on the adjoining wetlands and waterways.
- The need for the planting of additional locally indigenous vegetation to complement the existing vegetation on the site and adjoining wetlands and foreshore areas.

3.0

Subdivision

Proposed C486ggee

None specified.

4.0

Buildings and works

Proposed C486ggee

Application requirements

The following application requirements apply to an application for a permit under Clause 37.01, in addition to those specified in Clause 37.01 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority.

- A site layout plan drawn to scale which shows:
 - The boundaries and dimensions of the site.
 - Adjoining roads.
 - Relevant ground levels.
 - The layout of proposed buildings and works, including setbacks from boundaries of the site.
 - Location and dimensions of all access, internal driveways, car parking and loading areas.
 - Proposed landscaping areas.
 - Any vegetation proposed to be removed, destroyed or lopped.
- Floor plans and elevations drawn to scale showing the height, finished floor levels, exterior finishes and colour of all buildings and works.

GREATER GEELONG PLANNING SCHEME

- A report from a suitably qualified person addressing the possible presence of Coastal Acid Sulphate Soils on the site.
- A landscape plan that includes:
 - a planting schedule that incorporates primarily locally indigenous species and includes the description and number of species proposed to be planted and the proposed extent of vegetation community "net gain".

Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 37.01, in addition to those specified in Clause 37.01 and elsewhere in the scheme which must be considered, as appropriate, by the satisfaction of the responsible authority:

General issues

- The effect of traffic to be generated on surrounding roads.
- The movement of pedestrians and vehicles, including those providing for visitors and supplies.
- The location and dimensions of site access, loading, storage and car parking spaces.
- Potential off-site amenity effects, such as noise and outdoor lighting.
- Any cultural values on or near the land.
- Stormwater discharge.
- Landscape treatment.
- Whether any fencing provides an appropriate permeable interface to blend into the landscape setting.

Environmental issues

The impact of the proposed development on the natural physical features and resources of the area, in particular on vegetation and water quality.

- The impact of the proposed development on the flora, fauna and landscape.
- Whether the proposed development provides planting of locally indigenous vegetation to complement the existing vegetation on the site and adjoining foreshore and wetland areas.
- Whether the proposed development minimises the need for native vegetation removal on the site.

Design and siting issues

- Whether the design of the development respects and enhances the coastal village character of Point Lonsdale and the surrounding landscape.
- The visual impact of the development, including signs, on the identified village character and surrounding landscape.
- The impact of the siting, design, height, bulk, colours and materials to be used on the natural environment and vistas.
- Whether the proposed development maintains the landscape significance of the area.
- The interface with adjoining zones, particularly the green break and rural-urban interface.

5.0

Proposed C486ggee

Signs

Sign requirements are at Clause 52.05. All land affected by this schedule is in Category 3.

10. Conclusion

The strategic assessment and assessment of planning tool options demonstrate that the existing Commercial 2 Zone does not provide an appropriate planning framework for 2341–2349 Bellarine Highway, Point Lonsdale.

The C2Z provides for a broad commercial, retail, industrial and warehouse opportunities that do not adequately reflect the site's identified tourism role, gateway location or sensitive coastal and rural landscape context.

A site-specific Special Use Zone is the preferred planning tool because it can establish tourism and visitor accommodation as the preferred land use outcome, limit incompatible uses and provide a tailored framework for the future assessment of built form, landscape, access, servicing and environmental matters.

It is recommended that a planning scheme amendment make the following changes:

Zoning maps

- Amend planning scheme map no. 83 to rezone the land at 2341-2349 Bellarine Highway, Point Lonsdale from Commercial 2 Zone (C2Z) and Farming Zone (FZ) to, see appendix 3.
- Amend planning scheme map no. 83 to delete Development Plan Overlay Schedule 21 from the land at 2341-2349 Bellarine Highway, Point Lonsdale.

Planning scheme ordinance

- Insert new Special Use Zone Schedule 19 (SUZ19). Details of the proposed SUZ19 can be found in section 9.

Appendices

Appendix 1 – Planning Property Report

PLANNING PROPERTY REPORT

From www.planning.vic.gov.au at 05 October 2026 09:57 AM

PROPERTY DETAILS

Address: **2341-2349 BELLARINE HIGHWAY SWAN BAY 3225**

Lot and Plan Number: **Lot 5 PS906847**

Standard Parcel Identifier (SPI): **5\PS906847**

Local Government Area (Council): **GREATER GEELONG** www.geelongaustralia.com.au

Council Property Number: **424910**

Planning Scheme: **Greater Geelong** [Planning Scheme - Greater Geelong](#)

Directory Reference: **Melway 485 K11**

UTILITIES

Rural Water Corporation: **Southern Rural Water**

Urban Water Corporation: **Barwon Water**

Melbourne Water: **Outside drainage boundary**

Power Distributor: **POWERCOR**

STATE ELECTORATES

Legislative Council: **WESTERN VICTORIA**

Legislative Assembly: **BELLARINE**

OTHER

Registered Aboriginal Party: **Wadawurrung Traditional Owners Aboriginal Corporation**

Fire Authority: **Country Fire Authority**

[View location in VicPlan](#)

Planning Zones

[COMMERCIAL 2 ZONE \(C2Z\) \(GREATER GEELONG\)](#)

[FARMING ZONE \(FZ\) \(GREATER GEELONG\)](#)

[SCHEDULE TO THE FARMING ZONE \(FZ\) \(GREATER GEELONG\)](#)

Note: labels for zones may appear outside the actual zone - please compare the labels with the legend.

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PLANNING PROPERTY REPORT: 2341-2349 BELLARINE HIGHWAY SWAN BAY 3225

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PLANNING PROPERTY REPORT

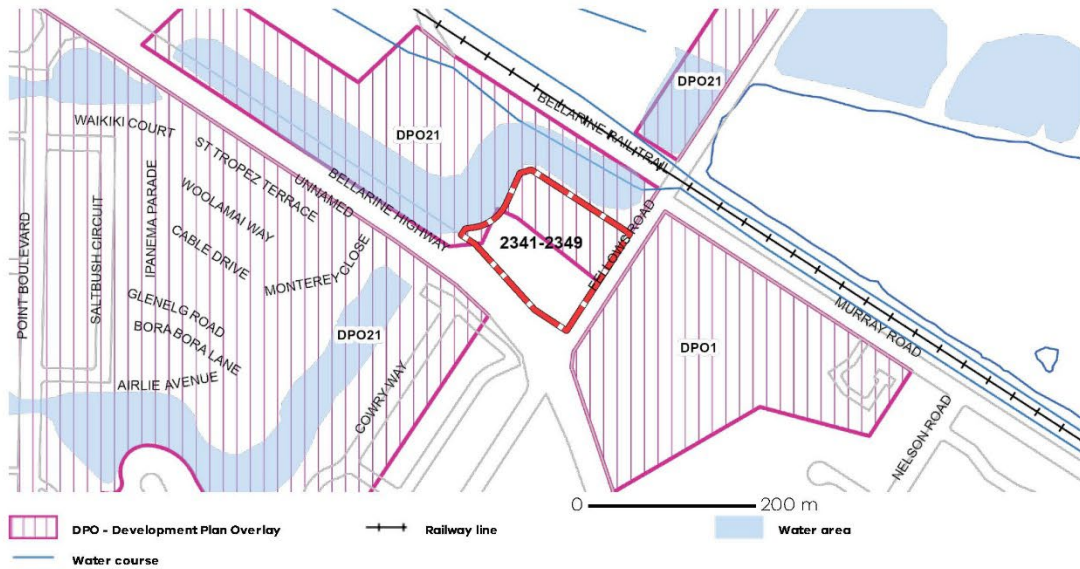


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Planning Overlays

DEVELOPMENT PLAN OVERLAY (DPO) (GREATER GEELONG)

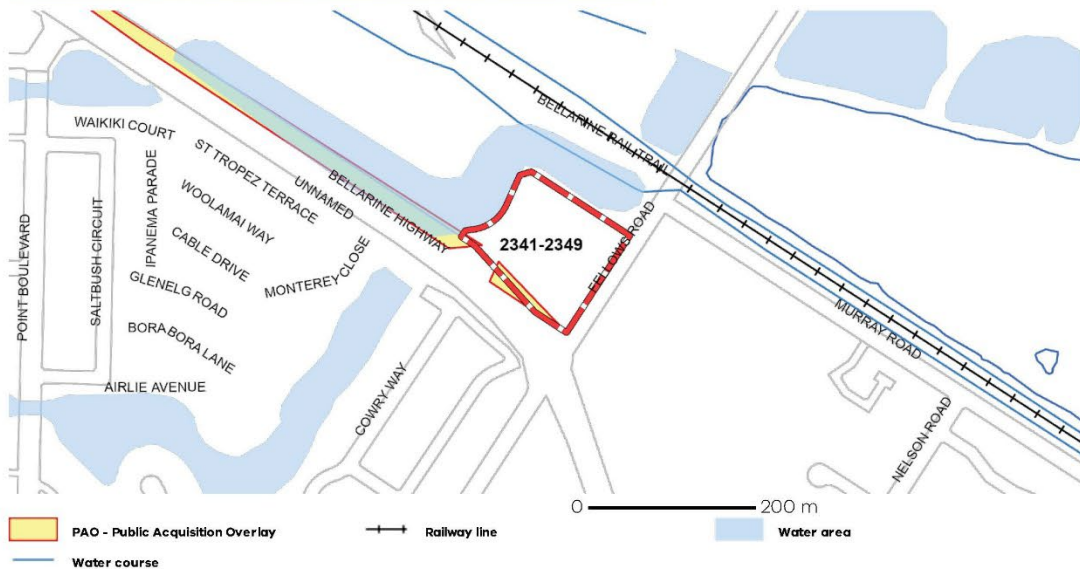
DEVELOPMENT PLAN OVERLAY - SCHEDULE 21 (DPO21) (GREATER GEELONG)



Note: due to overlaps, some overlays may not be visible, and some colours may not match those in the legend

PUBLIC ACQUISITION OVERLAY (PAO) (GREATER GEELONG)

PUBLIC ACQUISITION OVERLAY - PS MAP REF PA03 SCHEDULE 5 (PA03) (GREATER GEELONG)



Note: due to overlaps, some overlays may not be visible, and some colours may not match those in the legend

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PLANNING PROPERTY REPORT

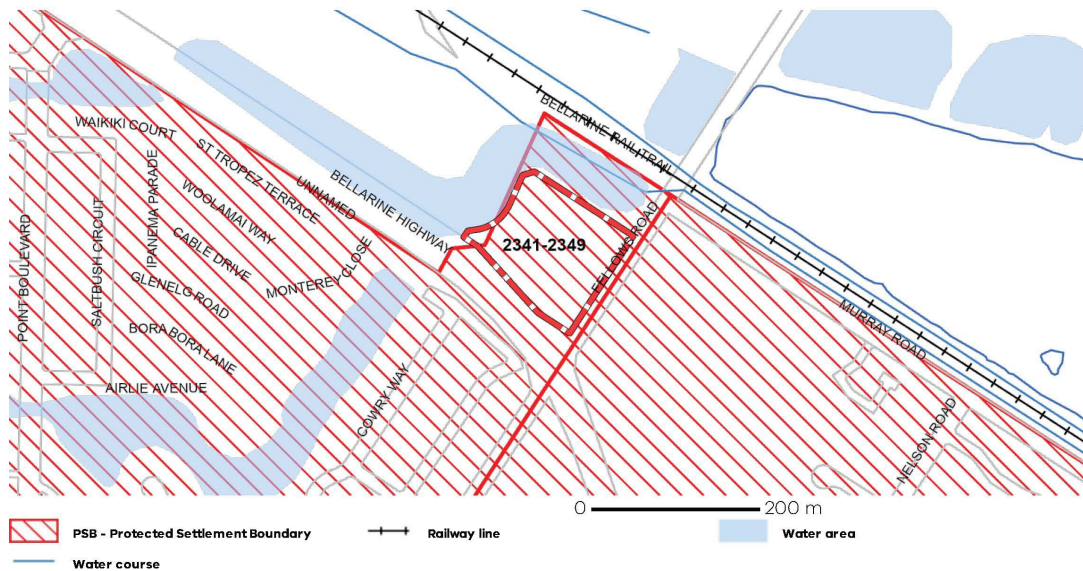


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Planning Overlays

PROTECTED SETTLEMENT BOUNDARY (PSB) (GREATER GEELONG)

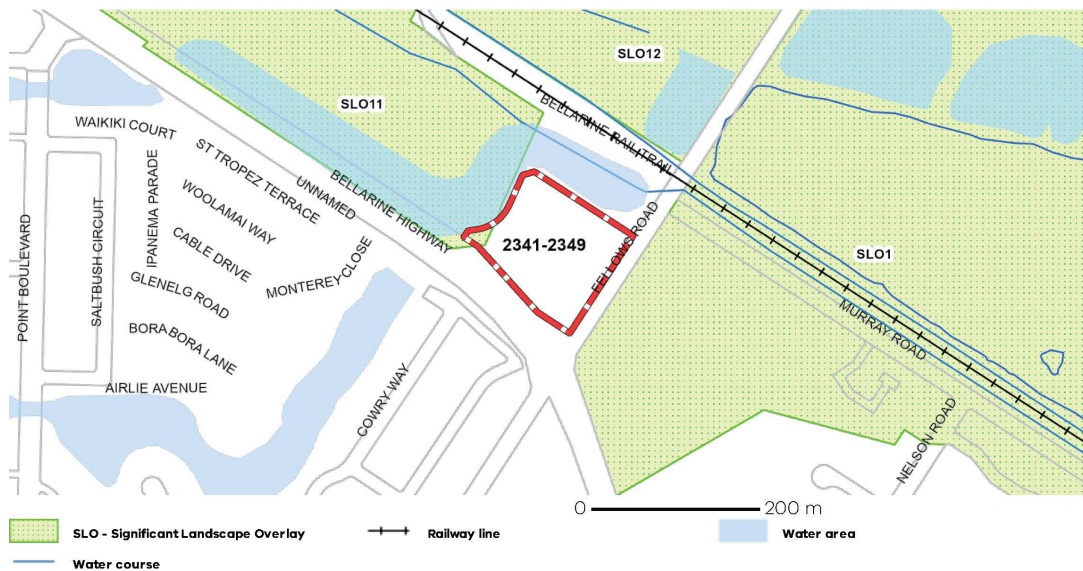
PROTECTED SETTLEMENT BOUNDARY SCHEDULE (PSB) (GREATER GEELONG)



Note: due to overlaps, some overlays may not be visible, and some colours may not match those in the legend

SIGNIFICANT LANDSCAPE OVERLAY (SLO) (GREATER GEELONG)

SIGNIFICANT LANDSCAPE OVERLAY - SCHEDULE 11 (SLO11) (GREATER GEELONG)



Note: due to overlaps, some overlays may not be visible, and some colours may not match those in the legend

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PLANNING PROPERTY REPORT



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Planning Overlays

OTHER OVERLAYS

Other overlays in the vicinity not directly affecting this land

DESIGN AND DEVELOPMENT OVERLAY (DDO) (QUEENSCLIFFE)

DESIGN AND DEVELOPMENT OVERLAY (DDO) (GREATER GEEF LONG)

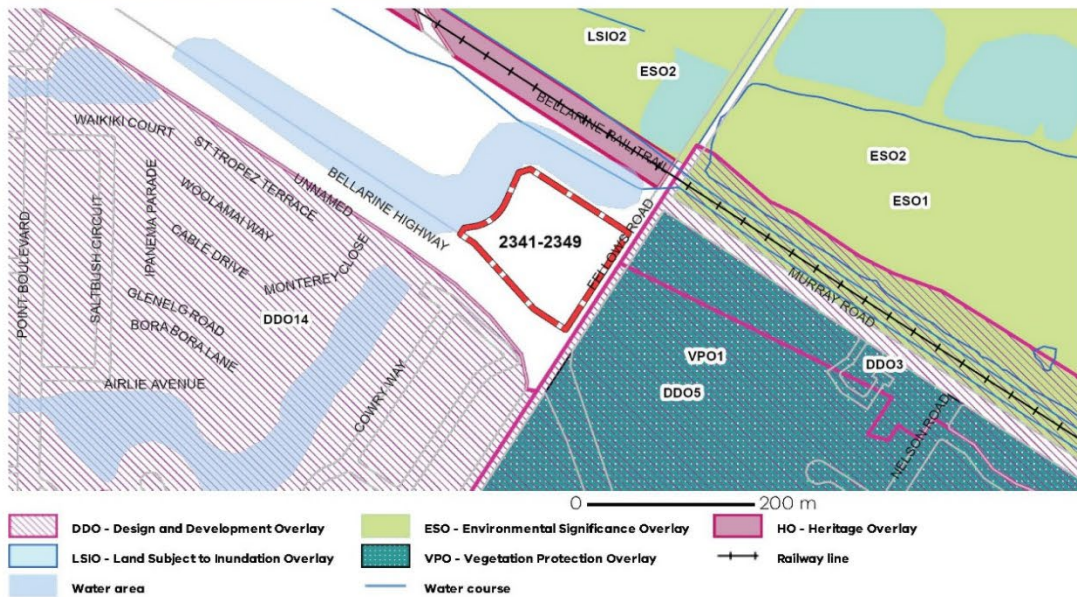
ENVIRONMENTAL SIGNIFICANCE OVERLAY (ESO) (GREATER GEEF LONG)

ENVIRONMENTAL SIGNIFICANCE OVERLAY (ESO) (QUEENSCLIFFE)

HERITAGE OVERLAY (HO) (GREATER GEEF LONG)

LAND SUBJECT TO INUNDATION OVERLAY (LSIO) (GREATER GEEF LONG)

VEGETATION PROTECTION OVERLAY (VPO) (QUEENSCLIFFE)



Note: due to overlaps, some overlays may not be visible, and some colours may not match those in the legend

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Areas of Aboriginal Cultural Heritage Sensitivity

All or part of this property is an 'area of cultural heritage sensitivity'.

'Areas of cultural heritage sensitivity' are defined under the Aboriginal Heritage Regulations 2018, and include registered Aboriginal cultural heritage places and land form types that are generally regarded as more likely to contain Aboriginal cultural heritage.

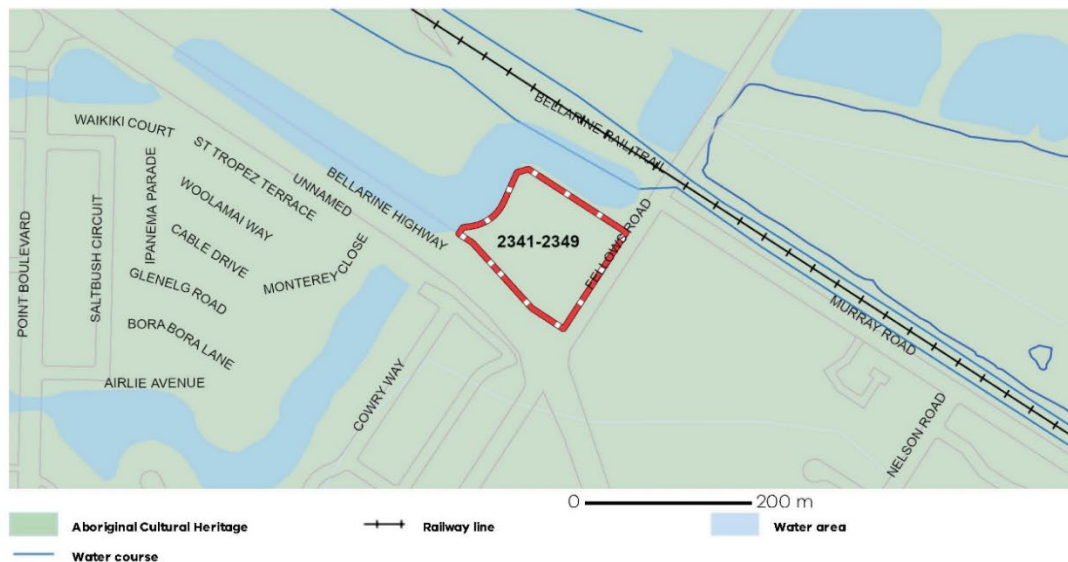
Under the Aboriginal Heritage Regulations 2018, areas of cultural heritage sensitivity are one part of a two part trigger which require a cultural heritage management plan to be prepared where a listed high impact activity is proposed.

If a significant land use change is proposed (for example, a subdivision into 3 or more lots), a cultural heritage management plan may be triggered. One or two dwellings, works ancillary to a dwelling, services to a dwelling, alteration of buildings and minor works are examples of works exempt from this requirement.

Under the Aboriginal Heritage Act 2006, where a cultural heritage management plan is required, planning permits, licences and work authorities cannot be issued unless the cultural heritage management plan has been approved for the activity.

For further information about whether a Cultural Heritage Management Plan is required go to <https://heritage.qchris.vic.gov.au/govQuestionTasox>

More information, including links to both the Aboriginal Heritage Act 2006 and the Aboriginal Heritage Regulations 2018, can also be found here - <https://www.firstpeoplesrelations.vic.gov.au/aboriginal-heritage-legislation>



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PLANNING PROPERTY REPORT



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Further Planning Information

Planning scheme data last updated on 30 September 2026.

A **planning scheme** sets out policies and requirements for the use, development and protection of land. This report provides information about the zone and overlay provisions that apply to the selected land. Information about the State and local policy, particular, general and operational provisions of the local planning scheme that may affect the use of this land can be obtained by contacting the local council or by visiting <https://www.planning.vic.gov.au>

This report is NOT a **Planning Certificate** issued pursuant to Section 199 of the **Planning and Environment Act 1987**. It does not include information about exhibited planning scheme amendments, or zonings that may affect the land. To obtain a Planning Certificate go to Titles and Property Certificates at Landata - <https://www.landata.vic.gov.au>

For details of surrounding properties, use this service to get the Reports for properties of interest.

To view planning zones, overlay and heritage information in an interactive format visit <https://maoshare.vic.gov.au/vicoplan/>

For other information about planning in Victoria visit <https://www.planning.vic.gov.au>

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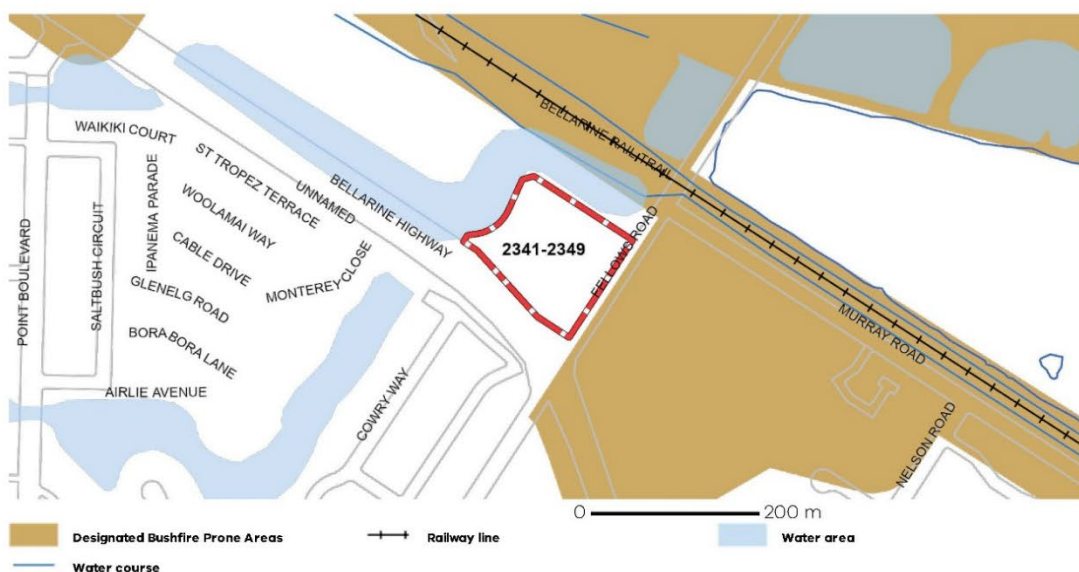
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Designated Bushfire Prone Areas

This property is not in a designated bushfire prone area.
No special bushfire construction requirements apply. Planning provisions may apply.

Where part of the property is mapped as BPA, if no part of the building envelope or footprint falls within the BPA area, the BPA construction requirements do not apply.

Note: the relevant building surveyor determines the need for compliance with the bushfire construction requirements.



Designated BPA are determined by the Minister for Planning following a detailed review process. The Building Regulations 2018, through adoption of the Building Code of Australia, apply bushfire protection standards for building works in designated BPA.

Designated BPA maps can be viewed on VicPlan at <https://mapshare.vic.gov.au/vicplan/> or at the relevant local council.

Create a BPA definition plan in VicPlan to measure the BPA.

Information for lot owners building in the BPA is available at <https://www.planning.vic.gov.au/>.

Further information about the building control system and building in bushfire prone areas can be found on the Victorian Building Authority website <https://www.vba.vic.gov.au/>. Copies of the Building Act and Building Regulations are available from <http://www.legislation.vic.gov.au/>. For Planning Scheme Provisions in bushfire areas visit <https://www.planning.vic.gov.au/>.

Native Vegetation

Native plants that are indigenous to Victoria and important for biodiversity might be present on this property. This could include trees, shrubs, herbs, grasses or aquatic plants. There are a range of regulations that may apply including need to obtain a planning permit under Clause 52.17 of the local planning scheme. For more information see [Native Vegetation \(Clause 52.17\)](#) with local variations in [Native Vegetation \(Clause 52.17\) Schedule](#).

To help identify native vegetation on this property and the application of Clause 52.17 please visit the Native Vegetation Regulations Map (NVR Map) <https://mapshare.vic.gov.au/nvr/> and [Native vegetation \(environment.vic.gov.au\)](#) or please contact your relevant council.

You can find out more about the natural values on your property through NatureKit [NatureKit \(environment.vic.gov.au\)](#).

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Appendix 2 - Plan of Subdivision

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PLAN OF SUBDIVISION		LUV USE ONLY EDITION 1	PLAN NUMBER PS906847N	
LOCATION OF LAND PARISH: PAYWIT TOWNSHIP: - SECTION: - CROWN ALLOTMENT: 1 (PART) CROWN PORTION: - TITLE REFERENCES: VOL.10662 FOL.737, VOL.10045 FOL.074, VOL.10045 FOL.075, VOL.12027 FOL.552, LAST PLAN REFERENCE/S: TP810878W (LOTS 3 & 4), TP089558H (LOT 1), TP650917D (LOT 1) & P5743889B (LOT 1) POSTAL ADDRESS: 2305-2349 BELLARINE HIGHWAY (At time of subdivision) POINT LONSDALE, 3225 MGA94 Co-ordinates E 291 390 (of approx centre of N 5 762 300 land in plan) ZONE 55		Council Name: City of Greater Geelong Council Reference Number: 16243 Planning Permit Reference: PP-1441-2022 SPEAR Reference Number: S218862P Certification This plan is certified under section 6 of the Subdivision Act 1988 Statement of Compliance This is a statement of compliance issued under section 21 of the Subdivision Act 1988 Public Open Space A requirement for public open space under section 18 or 18A of the Subdivision Act 1988 has not been made Digitally signed by: Rory O'Loughlin for City of Greater Geelong on 17/07/2024		
VESTING OF ROADS AND/OR RESERVES		NOTATIONS		
IDENTIFIER	COUNCIL/BODY/PERSON		EASEMENT E-2 HAS BEEN OMITTED FROM THIS PLAN.	
NOTATIONS DEPTH LIMITATION: 15 METRES BELOW THE SURFACE APPLIES TO ALL THE LAND ON TP650917D. STAGING: THIS IS NOT A STAGED SUBDIVISION. PLANNING PERMIT No. PP-1441-2022 SURVEY: THIS PLAN IS BASED ON SURVEY. THIS SURVEY HAS BEEN CONNECTED TO PERMANENT MARKS No(s): PROCLAIMED SURVEY AREA: - THE POINT - NORTHERN PRECINCT 17.90ha 5 LOTS				
EASEMENT INFORMATION				
LEGEND A-Appurtenant Easement E-Encumbering Easement R-Encumbering Easement (Road)				
Easement Reference	Purpose	Width (Metres)	Origin	Land Benefited/in Favour Of
E-1	POWERLINE	SEE PLAN	THIS PLAN (SECTION 88 OF THE ELECTRICITY INDUSTRY ACT 2000)	POWERCOR AUSTRALIA LIMITED
E-3	CARRIAGEWAY	SEE PLAN	THIS PLAN	LOTS 1 AND 3 ON THIS PLAN
 SMC Member of the Surbana Jurong Group Geelong Survey T 5228 3100		SURVEYOR REF: 1581S.994 Digitally signed by: Samuel James Lovelock, Licensed Surveyor, Surveyor's Plan Version (H), 09/07/2024, SPEAR Ref: S218862P		ORIGINAL SHEET SIZE: A3 SHEET 1 OF 2 PLAN REGISTERED TIME: 1:38pm DATE: 28/07/2024 T. LOCOCK Assistant Registrar of Titles

Appendix 3 – Proposed Zone Map



CITY OF GREATER GEELONG

WADAWURRUNG COUNTRY
PO Box 104, Geelong VIC 3220

P: 03 5272 5272

E: contactus@geelongcity.vic.gov.au

W: geelongcity.vic.gov.au

CUSTOMER SERVICE CENTER

Wurriki Nyal
137-149 Mercer Street, Geelong
8.00am-5.00pm

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