

Town Planning & Services

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Planning Report

Use and development of a dwelling and alteration of access to a road TRZ2.

Lot 3 Title Plan 826678R Koroit Woolsthorpe Road, Koroit Vic. 3282.

Report by Glenn Reddick

ACKNOWLEDGEMENTS

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1. BACKGROUND AND CONTEXT

In submitting this application, Council is respectfully asked to consider the circumstances of the subject site, its surroundings, context and history. The backdrop of the application is the configuration of small titles and clusters of dwellings on the northern edge of Koroit some of which have been recently constructed. The subject site forms part of this existing character.

Although the land is zoned Farming Zone, development pressures in and around Koroit have led to incremental change over time to land use patterns with smaller farming zone lot sizes as demonstrated by the images and plans in this report.

Given the title configurations in the vicinity of the subject site, and the fragmented capacity of land for agriculture, the nature of this site and that of its neighbours is realistically lost to large scale agriculture.

Land values in this area of Koroit are substantially higher than the average agricultural land prices for broad acre farming land and this has led to the land being uneconomic for traditional farming practices.

The likelihood of the subject land being consolidated into the traditional 100 acre (40ha) or even 10 ha sized parcels of land for grazing as in some parts of Moyne Shire, is remote. The current scenario is that land will economically revert to its highest and best use of lifestyle farming which it has become today.

It is understood that Council is currently undertaking a land use strategy to review and plan for long term land uses in rural areas. Through this strategy it is anticipated that the subject area would be an ideal candidate for potential changes to zones or schedules to release further land for limited additional development given the fragmented nature of titles most of which are developed with dwellings and the well published housing demand pressures and key worker accommodation shortages.

This would not preclude limited agricultural production or allied "Agri "uses in the area and on the subject site as demonstrated in this report.

The images below highlight the situation and context with the extent of small farming zone lots which have been developed with dwellings.







2. PROPOSAL

Planning approval is sought to construct and use a single storey dwelling and to alter the access to a road zone category 2.

The overall area of the site is 8,094 sqm with frontage to Koroit Woolsthorpe Road

The proposed dwelling will contain an open plan kitchen/living/dining room, 4 bedrooms (1 ensuite), family bathroom, lounge, laundry, alfresco area and a double garage.



SOUTH-WEST VIEW



SOUTH-EAST VIEW

The dwelling will have a floor area of 405.74 sqm including garage, veranda and alfresco area and an overall site coverage of just 5% of the overall site area. The dwelling will be finished externally in Hardies Linea board cladding, aluminium windows and external doors, timber veranda posts, all under Colorbond roof covering. External colours will broadly follow the plans supplied with a full colour palette to be provided later ideally as a permit condition. Services will include a septic tank waste water system installed to Council and EPA standards, with mains electricity and rainwater tanks for potable water supply.

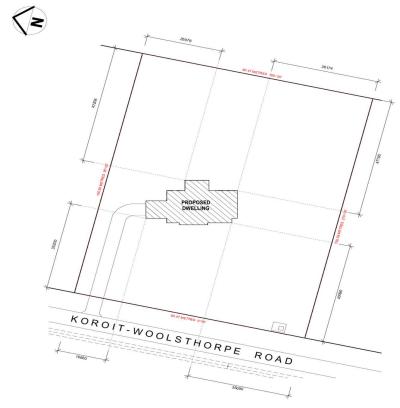
A new all-weather access will be installed from Koroit Woolsthorpe Road.



NORTH-EAST VIEW



NORTH-WEST VIEW



SITE PLAN 1:500

3. SITE ANALYSIS

The site is situated on the northern outskirts of Koroit with frontage to Koroit Woolsthorpe Road. The site is within a cluster of similar sized allotments with dwellings used as lifestyle properties. The site is generally flat has an area of approximately 8,000 sqm ha with attractive views of surrounding farmland and open countryside.

There is no significant vegetation for removal as the land has been grazed for many years. There is a natural watercourse running through the site which terminates on the subject land and is not identified or known to be flood prone.



4. RESTRICTIONS ON TITLE

None.

5. PLANNING CONTROLS

Zone

Farming Zone Schedule 2 (FZ2).

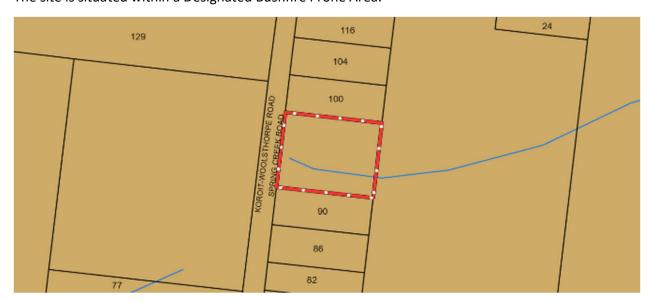


Overlays

None.

Other

The site is situated within a Designated Bushfire Prone Area.



The site is within an area of Aboriginal Cultural Heritage Sensitivity. Pursuant to the Aboriginal Heritage Regulations 2018, the proposal has been assessed as being exempt from the need to prepare a CHMP as the construction of a single dwelling is listed as an exempt activity.



Permit requirements

- A permit is required under the **Farming Zone Schedule 2** at **Clause 35.07-2** for the use of land for a dwelling as the lot is less than 40 ha.
- A permit is required under the **Farming Zone Schedule 2** for buildings and works in conjunction with a section 2 use (dwelling) at **Clause 35.07-4.**
- A permit is required to create or alter and access to Transport Zone 2 at **Clause 52.29-2.**

6. PLANNING ASSESSMENT

Clause 35.07 Farming Zone

Purpose

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To provide for the use of land for agriculture.

To encourage the retention of productive agricultural land.

To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.

To encourage the retention of employment and population to support rural communities. To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.

To provide for the use and development of land for the specific purposes identified in a schedule to this zone.

Clause 35.07-2

Use of land for a dwelling, small second dwelling or rural worker accommodation

A lot used for a dwelling, small second dwelling or rural worker accommodation must meet the following requirements:

- Access to the dwelling, small second dwelling or rural worker accommodation must be provided via an all-weather road with dimensions adequate to accommodate emergency vehicles.
- Each dwelling, small second dwelling or rural worker accommodation must be
 connected to reticulated sewerage, if available. If reticulated sewerage is not
 available all wastewater from each dwelling must be treated and retained within the
 lot in accordance with the requirements of the Environment Protection Regulations
 under the Environment Protection Act 2017 for an on-site wastewater management
 system.
- The dwelling, small second dwelling or rural worker accommodation must be connected to a reticulated potable water supply or have an alternative potable water supply with adequate storage for domestic use as well as for fire fighting purposes.
- The dwelling, small second dwelling or rural worker accommodation must be connected to a reticulated electricity supply or have an alternative energy source.

ASSESSMENT

The proposed new dwelling meets the use requirements as it will have access via a new all-weather access to be constructed leading from Koroit Woolsthorpe Road. A new septic tank will be installed to Council and EPA requirements, 50,000l rainwater tanks will be installed for potable water and firefighting and mains electricity.

Clause 35.07-6

Decision guidelines

Before deciding on an application to use or subdivide land, construct a building or construct or carry out works, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

General issues

The Municipal Planning Strategy and the Planning Policy Framework.

Any Regional Catchment Strategy and associated plan applying to the land.

The capability of the land to accommodate the proposed use or development, including the disposal of effluent.

How the use or development relates to sustainable land management.

Whether the site is suitable for the use or development and whether the proposal is compatible with adjoining and nearby land uses.

How the use and development makes use of existing infrastructure and services.

Agricultural issues and the impacts from non-agricultural uses.

Whether the use or development will support and enhance agricultural production.

Whether the use or development will adversely affect soil quality or permanently remove land from agricultural production.

The potential for the use or development to limit the operation and expansion of adjoining and nearby agricultural uses.

The capacity of the site to sustain the agricultural use.

The agricultural qualities of the land, such as soil quality, access to water and access to rural infrastructure.

Any integrated land management plan prepared for the site.

Whether Rural worker accommodation is necessary having regard to:

The nature and scale of the agricultural use.

The accessibility to residential areas and existing accommodation, and the remoteness of the location. The duration of the use of the land for Rural worker accommodation.

Accommodation issues

Whether the dwelling will result in the loss or fragmentation of productive agricultural land.

Whether the dwelling will be adversely affected by agricultural activities on adjacent and nearby land due to dust, noise, odour, use of chemicals and farm machinery, traffic and hours of operation.

Whether the dwelling will adversely affect the operation and expansion of adjoining and nearby agricultural uses.

The potential for the proposal to lead to a concentration or proliferation of dwellings in the area and the impact of this on the use of the land for agriculture.

The potential for accommodation to be adversely affected by noise and shadow flicker impacts if it is located within one kilometre from the nearest title boundary of land subject to:

A permit for a wind energy facility; or

An application for a permit for a wind energy facility; or

An incorporated document approving a wind energy facility; or

A proposed wind energy facility for which an action has been taken under section 8(1), 8(2), 8(3) or 8(4) of the Environment Effects Act 1978.

The potential for accommodation to be adversely affected by vehicular traffic, noise, blasting, dust and vibration from an existing or proposed extractive industry operation if it is located within 500 metres from the nearest title boundary of land on which a work authority has been applied for or granted under the Mineral Resources (Sustainable Development) Act 1990.

Environmental issues

The impact of the proposal on the natural physical features and resources of the area, in particular on soil and water quality.

The impact of the use or development on the flora and fauna on the site and its surrounds.

The need to protect and enhance the biodiversity of the area, including the retention of vegetation and faunal habitat and the need to revegetate land including riparian buffers along waterways, gullies, ridgelines, property boundaries and saline discharge and recharge area.

The location of on-site effluent disposal areas to minimise the impact of nutrient loads on waterways and native vegetation.

Design and siting issues

The need to locate buildings in one area to avoid any adverse impacts on surrounding agricultural uses and to minimise the loss of productive agricultural land.

The impact of the siting, design, height, bulk, colours and materials to be used, on the natural environment, major roads, vistas and water features and the measures to be undertaken to minimise any adverse impacts.

The impact on the character and appearance of the area or features of architectural, historic or scientific significance or of natural scenic beauty or importance.

The location and design of existing and proposed infrastructure including roads, gas, water, drainage, telecommunications and sewerage facilities.

Whether the use and development will require traffic management measures.

The need to locate and design buildings used for accommodation to avoid or reduce noise and shadow flicker impacts from the operation of a wind energy facility if it is located within one kilometre from the nearest title boundary of land subject to:

A permit for a wind energy facility; or

An application for a permit for a wind energy facility; or

An incorporated document approving a wind energy facility; or

A proposed wind energy facility for which an action has been taken under section 8(1), 8(2), 8(3) or 8(4) of the Environment Effects Act 1978.

The need to locate and design buildings used for accommodation to avoid or reduce the impact from vehicular traffic, noise, blasting, dust and vibration from an existing or proposed extractive industry operation if it is located within 500 metres from the nearest title boundary of land on which a work authority has been applied for or granted under the Mineral Resources (Sustainable Development) Act 1990.

ASSESSMENT

The backdrop for the application is the configuration of small titles and cluster of dwellings in the area.

Development pressures in and around Koroit have led to incremental change over time to land use patterns and lot sizes as discussed and illustrated in this report.

It is understood that Council is currently undertaking a land use strategy to guide future land use and development in and around Port Fairy including Koroit. Given the title configurations in the vicinity of the subject site and the fragmented capacity of land for agriculture this area is realistically lost to large scale agriculture and would be an ideal candidate for potential changes to zones or schedules to release further land for limited additional development given the housing demand pressures and key worker accommodation shortages. This would not preclude limited agricultural production in the area and on the subject site.

As such the application is not at odds with the majority of these situations. Whilst it is acknowledged that planning decisions are assessed on their individual merits, there is a degree of consistency required which the application is asking to be considered in this case.

In consideration of the purpose of the Farming Zone, the primary purpose is:

To provide for the use of land for agriculture.

And

To encourage the retention of productive agricultural land.

Both of these objectives are essentially already lost with the existing land configuration and subject site of 8,000 sqm having very little capacity to provide viable agricultural production.

The influence of a dwelling on agricultural land barring screening as recommended by Agriculture Victoria is between 100 - 300m which has already compromised area for agriculture.

There are however purposes of the Farming Zone which can be achieved by the proposal namely:

To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.

and

To encourage the retention of employment and population to support rural communities.

To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.

In relation to potential adverse impacts caused by the proposed dwelling, this is not further increased by the proposed dwelling over and above the impacts of surrounding dwellings when applying a 300m radius.

The proposed dwelling may provide additional accommodation potentially for the rural community or for farm worker or key worker accommodation which are acknowledged as being in short supply.

The dwelling will have access to infrastructure such as mains electricity, and road frontage which is already constructed.

Additionally, small scale agriculture would be possible on site with for example fresh produce production with 2 acres potentially capable of growing vegetables or a market garden with produce sold nearby or roadside in conjunction with the dwelling. The point is made to highlight that whilst the site does not lend itself to large scale agriculture, the land size and rural nature of the site does not exclude small scale agricultural uses in accordance with the purposes of the zone.

There are numerous examples of when a relatively small site of around 1.5 acres can produce a modest income by growing produce which is an increasing trend as cost of living prices have increased and some people move away from supermarkets in favour of localised produce production such as local market, market stalls, roadside produce sales and online produce sales including deliveries of fresh local fruit and vegetables.

There are no proposed wind turbines within 1km or mineral extraction sites as far as the applicant is aware. There are wind turbines within the area, but they are outside 1km from the subject land.

Clause 52.29

LAND ADJACENT TO THE PRINCIPAL ROAD NETWORK

Purpose

To ensure appropriate access to the Principal Road Network or land planned to form part of the Principal Road Network.

To ensure appropriate subdivision of land adjacent to Principal Road Network or land planned to form part of the Principal Road Network.

Clause 52.29-6

Decision guidelines

Before deciding on an application, in addition to the decision guidelines in clause 65, the responsible authority must consider:

- The Municipal Planning Strategy and the Planning Policy Framework.
- The views of the relevant road authority.
- The effect of the proposal on the operation of the road and on public safety.
- Any policy made by the relevant road authority pursuant to schedule 2, clause 3 of the Road Management Act 2004 regarding access between a controlled access road and adjacent land.

ASSESSMENT

The site is within a long straight stretch of road with excellent visibility. There are no likely traffic safety considerations. The access will be reasonably modified to Council/Vicroads Standards.

MPS ASSESSMENT

Clause 02.03-4
Natural resource management

Agriculture

Rural land in the municipality forms part of the highly productive Western District. A mild climate, high and well distributed rainfall, a diverse range of soil types and access to markets have combined to make the Shire a significant agricultural area.

Intensive dairying and crop production are significant land uses in the coastal hinterland, while extensive cropping and grazing enterprises are major activities in the northern part of the Shire.

Agricultural areas along the coast, between settlements or on the edge of townships are under pressure from other forms of development, particularly housing.

The Belfast Rural area (also known as the Killarney Area) between Rosebrook and the Tower Hill State Game Reserve comprises high quality fertile volcanic soils that have traditionally been the focus for potato farming. The area is characterised by a large number of small land holdings that are predominantly managed as conglomerations.

Sustainable timber production and the development of timber industries to process product are supported where they are undertaken with minimal adverse impacts.

ASSESSMENT

As acknowledged in the above clause, the land is suitable for small scale agriculture due to the fertile nature of the volcanic soils.

Clause 02.03-7

Economic development

The economy of the Shire is based on agriculture, manufacturing, tourism and commerce.

Agriculture

Agriculture is the most important sector of the local and regional economy and a major source of local employment. The Shire is within Australia's largest dairy production region that contributes around a quarter of the nation's milk production.

The Western Victoria Livestock Exchange at Mortlake has a key role in supporting the regional agricultural sector.

There are opportunities for economic diversification through the development of aquaculture, horticulture and intensive agricultural enterprises, and agriculturally linked value adding industries. Value adding onsite or closer to the source of the product provide opportunities to expand the local economy.

The preservation of agricultural land in large holdings is necessary to maintain the economy of the Shire, including the service and processing industries that support agriculture.

ASSESSMENT

The clause acknowledges the importance of agriculture to the economy of the Shire which is not adversely affected by the proposal. The proposal does provide opportunity for economic

benefit derived from additional development which has potential for a cottage style farm business on the 2 acres.

PPF ASSESSMENT

Clause 13.02 BUSHFIRE

13.02-1S

Bushfire planning

This policy must be applied to all planning and decision making under the Planning and Environment Act 1987 relating to land that is:

- Within a designated bushfire prone area;
- Subject to a Bushfire Management Overlay; or
- Proposed to be used or developed in a way that may create a bushfire hazard.

Objective

To strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.

ASSESSMENT

There is no Bushfire Management Overlay on the subject land however the site is within an area designated as "Bushfire Prone" which is considered a lesser risk. The proposed dwelling has road frontage, good visibility and accessibility and will have water supply in 50,000l rain water tanks for firefighting, with fire hydrants in nearby Koroit.

Clause 14.01-1L Agricultural production

Policy application

This policy applies to land in the Farming Zone and Rural Living Zone.

Strategies

Establish buffers around uses that may conflict with agricultural land use to limit land use conflicts.

Limit the construction of dwellings on productive agricultural land.

Policy guidelines

Consider as relevant:

- Ensuring lots subdivided to excise an existing dwelling have a maximum size of 2 hectares.
- Discouraging the construction of dwellings on lots greater than 2 hectares and less than the minimum lot size specified in the schedule to the Farming Zone.
- Assessing the suitability of existing lots of less than 2 hectares in area for a single dwelling.
- Ensuring dwellings are constructed close to a road frontage or property boundary.
- Ensuring dwellings excised under the provisions of Clause 35.07-3 are in a habitable condition and comply with the Building Code of Australia.
- Creating the smaller lot in a manner that potential or existing dwellings will not restrict surrounding agricultural activities.
- Discouraging the excision of dwellings that did not exist at the date of approval of this scheme (6 January 2000).

ASSESSMENT

The proposed dwelling will be situated on a lot 8,000 sqm along with a number of similar recently constructed dwellings in the same street on sites that as a collective pose no further detriment to agriculture in the area. Photos overleaf show dwellings in the same street within close proximity of the subject site, all of which have been recently constructed on lots of a similar size to the subject site.

82 Koroit Woolsthorpe Road



86 Koroit Woolsthorpe Road



116 Koroit Woolsthorpe Road



132 Koroit Woolsthorpe Road



House under construction adjacent



Modern dwelling opposite



Vicplan map showing subject lot and fragmented lot pattern now developed with dwellings as shown along Koroit Woolsthorpe Road



14.01-1S Protection of agricultural land Objective

To protect the state's agricultural base by preserving productive farmland. Strategies

Identify areas of productive agricultural land, including land for primary production and intensive agriculture.

Consider state, regional and local, issues and characteristics when assessing agricultural quality and productivity.

Avoid permanent removal of productive agricultural land from the state's agricultural base without consideration of the economic importance of the land for the agricultural production and processing sectors.

Protect productive farmland that is of strategic significance in the local or regional context. Protect productive agricultural land from unplanned loss due to permanent changes in land use.

Prevent inappropriately dispersed urban activities in rural areas.

Protect strategically important agricultural and primary production land from incompatible uses.

Limit new housing development in rural areas by:

- Directing housing growth into existing settlements.
- Discouraging development of isolated small lots in the rural zones from use for dwellings or other incompatible uses.

• Encouraging consolidation of existing isolated small lots in rural zones. Identify areas of productive agricultural land by consulting with the Department of Energy, Environment and Climate Action and using available information.

In considering a proposal to use, subdivide or develop agricultural land, consider the:

- Desirability and impacts of removing the land from primary production, given its agricultural productivity.
- Impacts on the continuation of primary production on adjacent land, with particular regard to land values and the viability of infrastructure for such production.
- Compatibility between the proposed or likely development and the existing use of the surrounding land.
- The potential impacts of land use and development on the spread of plant and animal pests from areas of known infestation into agricultural areas.
- Land capability.

Avoid the subdivision of productive agricultural land from diminishing the long-term productive capacity of the land.

Give priority to the re-structure of inappropriate subdivisions where they exist on productive agricultural land.

Balance the potential off-site effects of a use or development proposal (such as degradation of soil or water quality and land salinisation) against the benefits of the proposal.

ASSESSMENT

The site already has limited capacity for agriculture with the proposed subdivision and dwelling collocated in a cluster of small rural residential allotments to minimise land use conflicts. The site can be considered an "existing settlement" consistent with the policy.

The proposal does not create an isolated rural lot, on the contrary it collocates development into a cluster of similar rural lifestyle properties.

14.01-2S

Sustainable agricultural land use

Objective

To encourage sustainable agricultural land use.

Strategies

Ensure agricultural and productive rural land use activities are managed to maintain the long-term sustainable use and management of existing natural resources.

Support the development of innovative and sustainable approaches to agricultural and associated rural land use practices.

Support adaptation of the agricultural sector to respond to the potential risks arising from climate change.

Encourage diversification and value-adding of agriculture through effective agricultural production and processing, rural industry and farm-related retailing.

Assist genuine farming enterprises to embrace opportunities and adjust flexibly to market changes.

Support agricultural investment through the protection and enhancement of appropriate infrastructure.

Facilitate ongoing productivity and investment in high value agriculture.

Facilitate the establishment and expansion of cattle feedlots, pig farms, poultry farms and other intensive animal industries in a manner consistent with orderly and proper planning and protection of the environment.

Ensure that the use and development of land for animal keeping or training is appropriately located and does not detrimentally impact the environment, the operation of surrounding land uses and the amenity of the surrounding area.

ASSESSMENT

The proposal provides the potential for an innovative use of an undersized farming zone allotment which represents and adaptive use of the site.

The capital value of the site is prohibitive for traditional farming and therefore requires a land use that potentially enables a small scale farmlet, or cottage style industry allied to agriculture such as a market garden, local produce sales etc.

14.02-1S Catchment planning and management Objective

To assist the protection and restoration of catchments, waterways, estuaries, bays, water bodies, groundwater, and the marine environment.

Strategies

Ensure the continued availability of clean, high-quality drinking water by protecting water catchments and water supply facilities.

Consider the impacts of catchment management on downstream water quality and freshwater, coastal and marine environments.

Retain natural drainage corridors with vegetated buffer zones at least 30 metres wide along each side of a waterway to:

- Maintain the natural drainage function, stream habitat and wildlife corridors and landscape values,
- Minimise erosion of stream banks and verges, and
- Reduce polluted surface runoff from adjacent land uses.

Undertake measures to minimise the quantity and retard the flow of stormwater from developed areas.

Require appropriate measures to filter sediment and wastes from stormwater prior to its discharge into waterways, including the preservation of floodplain or other land for wetlands and retention basins.

Ensure that development at or near waterways provide for the protection and enhancement of the environmental qualities of waterways and their instream uses.

Ensure land use and development minimises nutrient contributions to water bodies and the potential for the development of algal blooms.

Require appropriate measures to restrict sediment discharges from construction sites. Ensure planning is coordinated with the activities of catchment management authorities. Ensure that water quality infrastructure is designed to minimise risk of harm to surface waters and groundwater.

ASSESSMENT

The proposed dwelling is sited away from the small water way which does not hold much water and terminates within the subject site and is also not mapped for flooding.

Clause 65.01 APPROVAL OF AN APPLICATION OR PLAN

Before deciding on an application or approval of a plan, the responsible authority must consider, as appropriate:

- The matters set out in section 60 of the Act.
- Any significant effects the environment, including the contamination of land, may have on the use or development.
- The Municipal Planning Strategy and the Planning Policy Framework.
- The purpose of the zone, overlay or other provision.
- Any matter required to be considered in the zone, overlay or other provision.
- The orderly planning of the area.
- The effect on the environment, human health and amenity of the area.
- The proximity of the land to any public land.
- Factors likely to cause or contribute to land degradation, salinity or reduce water quality.
- Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting the site.
- The extent and character of native vegetation and the likelihood of its destruction.
- Whether native vegetation is to be or can be protected, planted or allowed to regenerate.
- The degree of flood, erosion or fire hazard associated with the location of the land and the use, development or management of the land so as to minimise any such hazard.
- The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.
- The impact the use or development will have on the current and future development and operation of the transport system.

This clause does not apply to a VicSmart application.

ASSESSMENT

The proposed dwelling is sited within a cluster of similar sized allotments most of which contain dwellings, therefore the proposal is considered to represent orderly planning. Fire and other environmental factors are mitigated by virtue of the location, its accessibility and proximity to Koroit. Stormwater will be managed to Councils satisfaction ideally via permit conditions.

The dwelling is not anticipated to adversely impact the transport system.

7. CONCLUSION

The proposed site is within a cluster of similar small sized farming zone allotments which are less than the minimum lot size, many of which have recently been developed with dwellings of a similar scale to the proposal.

Whilst the lot size is too small for traditional broad acre farming, it does however lend itself to small scale agricultural production and allied "Agri" uses such as market garden and fresh produce sales.

Council is respectfully requested to consider the prevailing character and context of the situation together with the economic value of land in this area being prohibitively high for traditional farming practices and as such supports the application for approval.