

5.3 T220699 PA - Use and development of the land for a dwelling & development of an agricultural building -130 Murphy Lane, Bunyip

Responsible GM:Lili RosicAuthor:Tim Heffernan

Recommendation

That Council resolve to issue a Notice of Decision to Refuse to Grant a Permit for Planning Permit Application T220699 for the use and development of the land for a dwelling and the construction of an agricultural building on the following grounds:

- 1. The proposal is contrary to the strategic directions of Clauses 14.01-1S Protection of agricultural land; 21.04-2 Agriculture and 22.05 Western Port Green Wedge Policy. The proposal results in a permanent loss of agricultural land with no demonstrated access to a sustainable water supply for agriculture activities.
- 2. The proposal is inconsistent with relevant purposes and decision guidelines of the Green Wedge Zone Schedule 1. The proposal permanently removes agricultural land from future use and significantly limits the potential for future expansion of adjoining agricultural uses.
- 3. The proposal is inconsistent with relevant purposes and decision guidelines of the Restructure Overlay Schedule 51. The proposal increases the number of dwellings and has the potential to adversely impact the surrounding agricultural land uses' ability to farm.
- 4. The proposal is inconsistent with the relevant provisions of Clause 51.02 Metropolitan Green Wedge Land: Core Planning Provisions, as the proposal introduces an incompatible use and development and fails to protect the productive agricultural land from urban activities.

Attachments

- 1. T220699 PA Locality Map [**5.3.1** 1 page]
- 2. T220699 PA Officer Report [5.3.2 23 pages]
- 3. T220699 PA Assessed Development Plans [5.3.3 5 pages]
- 4. CONFIDENTIAL REDACTED T220699 PA Farm Management Plan [5.3.4 26 pages]
- 5. CONFIDENTIAL REDACTED T220699 PA Objections [5.3.5 3 pages]

Application Details

APPLICATION NO.:	T220699	
APPLICANT:	Marcus and Cyra Boulter	
	130 Murphy Lane, Bunyip VIC 3815	
LAND:	CA 49A Parish of Koo-Wee-Rup East	



PROPOSAL:	Use and development of the land for a dwelling and development of an agricultural building	
PLANNING CONTROLS:	Zone: Green Wedge Zone - Schedule 1 (GWZ1) Overlays: Land Subject to Inundation Overlay (LSIO) Restructure Overlay - Schedule 51 (RO51)	
NOTIFICATION & OBJECTIONS:	Pursuant to Section 52 of the <i>Planning and</i> <i>Environmental Act (1987)</i> , the application was advertised by sending notices in the mail to nearby property owners. Two (2) objections were received.	
KEY PLANNING CONSIDERATIONS:	Inconsistent with Green Wedge Zone and Restructure Overlay decision guidelines. The proposed dwelling would not support and enhance agricultural production with the capability of the site to support a flower enterprise seriously questioned due to a lack of bore water. The proposal is not responsive to the important Western Port Green Wedge Policy (Clause 22.05). The proposal permanently removes agricultural land from future use while introducing 'right to farm' conflicts. The proposed dwelling is not reasonably required.	
REASON FOR MEETING:	Planning officer recommendation for refusal	
RECOMMENDATION:	Notice of Decision to Refuse to Grant a Permit	

Executive Summary

The purpose of this report is to consider an application for the use and development of the land for a dwelling and the construction of an agricultural building.

The proposal is recommended for refusal due to inconsistencies with the Green Wedge Zone, Restructure Overlay and Planning Policy Framework, such as the Western Port Green Wedge Policy.

The siting of the proposed dwelling, to the centre of the lot, will lead to the loss of one-third of agricultural land, while introducing potential 'right to farm' conflicts. Finally, the rural–residential dwelling has been determined to not be 'reasonably required' to sustain the proposed flower enterprise. The proposed flower enterprise is concluded to be modest in scale, with various improvements in agricultural practices reducing the need for an on-site presence.

The proposal involves the following components:



Proposed dwelling:

The proposed single- storey dwelling includes four (4) bedrooms, study, games room, kitchen, living, family/meals area and the usual amenities with an overall floor area of 348.4sqm (including garage). The dwelling includes an attached double garage, north facing alfresco outdoor area and south facing verandah. The proposed dwelling will have a maximum building height of 6.64 metres.



Proposed shed:

The proposed shed measures 36 metres by 18 metres (648m2 overall), a gable roof with a maximum height of 7.35 metres and is to be located 60 metres from the front boundary and 6 metres from the southern boundary.

The shed will be primarily used for the proposed flower production business, e.g., cool room, preparation benches (sorting and packing for distribution), storage of farm machinery etc and will also be the location of the storage batteries and solar panels or the property.

A total of three (3) 30,000 litre water tanks for both domestic and firefighting proposes, to be located abutting the proposed shed, with a further two (2) unspecified tanks abutting.

Farm management plan and water management:

The owner plans to operate a specialist cut flower enterprise, entirely within paddock 2, approximately 1.6ha in size. The applicant proposes approximately 30 rows of seedling flowers, orientated east to west, with a 4-metre buffer between the rows.

Proposed flower variety includes Proteas, Leucadendron's, Banksia, Waratah, Hydrangea Mop Heads and Little Gem Magnolias. The applicant plans to deliver flowers directly to local florists with plans to expand to local markets, including nearby Warragul. The sorting and packing of the flowers for distribution to florists will occur within the proposed shed.

Day-to-day activities include the planting of seedlings, cutting, mulching, propagation, pest monitoring/where required pest management, packing and distribution (once in season).

The owners plan to capture rainwater from the proposed dwelling and shed, with the water stored in 3 water tanks, all 30,000 litres in size, with a further two (2) unspecified tanks abutting.

An assessment of the site by Southern Rural Water has determined the subject site has no availability of bore water.

Relevance to Council Plan

{council-plan}





TOWN PLANNING COMMITTEE MEETING 6 MAY 2024

APPLICATION FOR CONSIDERATION **REFUSAL** OFFICER REPORT



Application Details:		
Proposal	Use and development of the land for a dwelling and development of an agricultural building	
Applicant	Marcus and Cyra	Boulter
Date Received:	17 October 2022	2
Statutory Days:	429 (as of mid Ap	oril 2024)
Section 50/50A/57A Amendment	⊠ None	X Yes, date: January 2024
Application Number	T220699	
Planner	Tim Heffernan	
Land/Address	130 Murphy Lane	e, Bunyip VIC 3815
_	CA 49A Parish of	Koo-Wee-Rup East
Property No.	4609300200	
Zoning	Green Wedge Zor	ne - Schedule 1 (GWZ1)
Overlay/s	Land Subject to Inundation Overlay (LSIO)	
	Restructure Overlay - Schedule 51 (R051)	
Permit Trigger(s)	• Pursuant to Clause 35.04-1 of the Green Wedge Zone, a permit is required for the use of a dwelling.	
	• Pursuant to Clause 35.04-5 of the Green Wedge Zone, a permit is required to construct a building or construct or carry out works.	
	 Pursuant to Clause 44.04-2 of the Land Subject to Inundation Overlay (LSIO), a permit is required to construct a building or construct or carry out works. 	
	• Pursuant to Clause 45.05-2 of the Restructure Overlay, a permit is required to construct or extend a dwelling or other building. A permit must be in accordance with a restructure plan for the land listed in a schedule to this overlay.	
Aboriginal Cultural Sensitivity	🖾 No	□ Yes; a CHMP is:
Section 55 Referrals	□ None	⊠ Yes, list below:
	Melbourne Water	
	Southern Rural Water	

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Registered restrictions on Title	⊠ None	□ Yes,list below:
Recommendation	Permit	
	□ NOD	
	🛛 Refusal	
Documents relied on	 Development plans prepared by Hargraves Design Group (2023) and Now Buildings (2022). 	
	 Town planning submission prepared by XWB Consulting, dated October 2022. 	
	 Farm management plan, prepared AG Challenge Consulting, dated December 2023. 	
	 Arboricultural Assessment Report, prepared by Tree Environs, dated October 2023. 	
	 Southern R 	ural Water Registration Licence (2006).
	 Applicant supporting letter, dated January 2024 and associated photographs. 	
	 Melbourne 	Water & Southern Rural Water referral response.
	 RFI response 	se.
	 Title docum 	ents, including R051 requirements.

Proposal

Planning permission is sought for the use and development of the land for a dwelling and development of an agricultural building as follows:

Proposed dwelling:

The proposed single- storey dwelling includes four (4) bedrooms, study, games room, kitchen, living, family/meals area and the usual amenities with an overall floor area of 348.4sqm (including garage). The dwelling includes an attached double garage, north facing alfresco outdoor area and south facing verandah. The proposed dwelling will have a maximum building height of 6.64 metres.

Siting wise, the proposed dwelling is to be located 26 metres from the Murphy Lane boundary, 40 metres from the north boundary and greater distances from all other boundaries. The dwelling will be constructed so that the floor level of the dwelling is 900mm above the flood level in the area. An indicative wastewater envelope is proposed to the west of the dwelling.

The dwelling comprises weatherboard cladding and corrugated steel roof (with 25-degree pitch) and is accessed from a new (all-weather) crossover located along the front boundary.

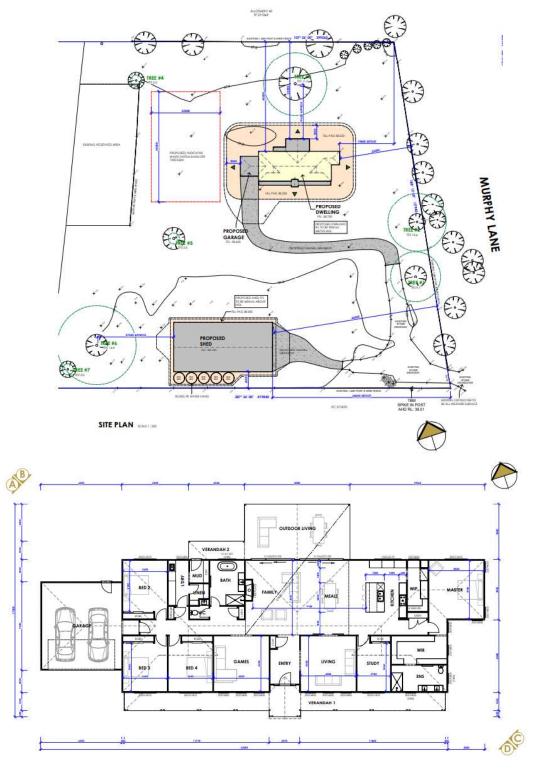
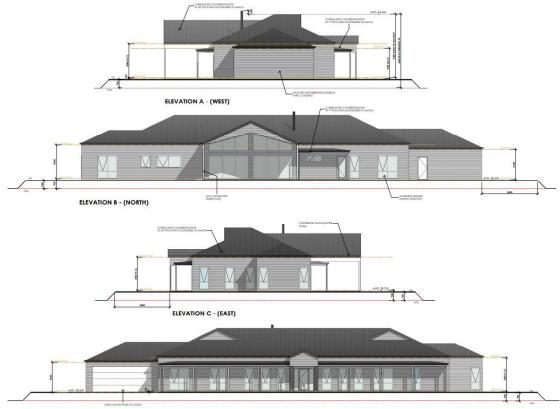


Image <u>1</u>- Proposed site and dwelling floor plans. Source: Hargreaves Design Group, 2023.

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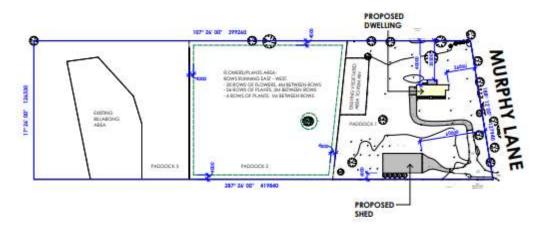


ELEVATION D - (SOUTH)





Image 2- Proposed dwelling elevations and render. Source: Hargreaves Design Group, 2023.



LOCALITY PLAN SCALE 200

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Image 3- Proposed locality and aerial site plans. Source: Hargreaves Design Group, 2023/XWB Consulting.

Proposed shed:

The proposed shed measures 36 metres by 18 metres (648m² overall), with a wall height of 5 metres and a gable roof with a maximum height of 7.35 metres and is to be located 60 metres from the front boundary, 6 metres from the southern boundary and greater distances from all other boundaries.

The shed will be primarily used for the proposed flower production business, e.g., cool room, preparation benches (sorting and packing for distribution), storage of farm machinery etc and will also be the location of the storage batteries and solar panels or the property.

A total of three (3) 30,000 litre water tanks for both domestic and firefighting proposes, to be located abutting the proposed shed, with a further two (2) tanks, abutting and not specified for use.

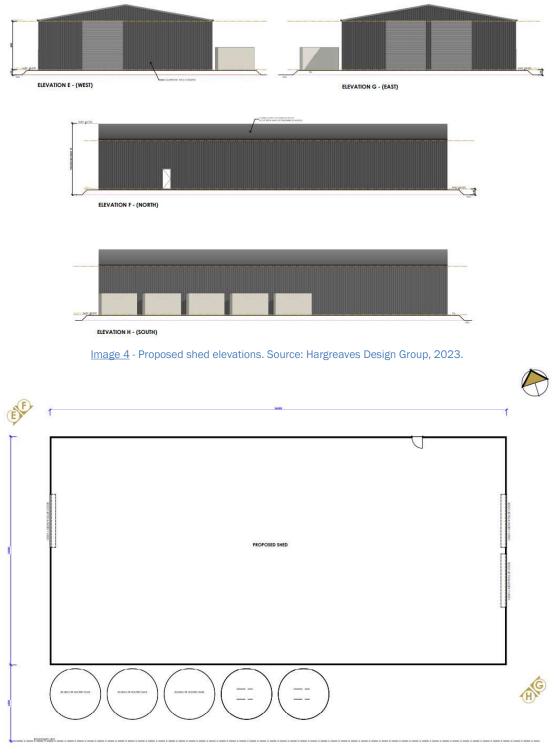


Image 5- Proposed shed outline. Source: Hargreaves Design Group, 2023

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Farm management plan and water management:

The owner plans to operate a specialist cut flower enterprise, entirely within paddock 2, approximately 1.6ha in size and accessible via a gate to southern boundary. The applicant proposes approximately 30 rows of seedling flowers, orientated east to west, with a 4-metre buffer between the rows, 26 rows of plants with 3 metre buffer (between the rows) and 4 rows of plants with 1 metre buffer (between the rows) will make up Paddock 2. The applicant intends to operate the land on a yearlong basis, and it is understood that the owner holds over a decade long experience as a florist.

Proposed flower variety includes Proteas, Leucadendron's, Banksia, Waratah, Hydrangea Mop Heads and Little Gem Magnolias. The applicant plans to deliver flowers directly to local florists with plans to expand to local markets, including nearby Warragul. The sorting and packing of the flowers for distribution to florists will occur within the proposed shed.

Day-to-day activities include the planting of seedlings, cutting, mulching, propagation, pest monitoring/where required pest management, packing and distribution (once in season). The soil will be formed into raised beds following the "hump" and "hollow" technique to ensure that even in periods of prolonged wet weather the soil does not become waterlogged within the root zone.

In addition to the above, those parts of the farm that are not planted to flowers (Paddocks 1 and 3) will continue to be cut for hay or in the future grazed with cattle.



Image 6- Outline of site proposal.

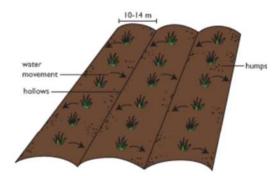


Image 7- 'Hump and hollow' technique.

Flowers	Season of Flowers	Flower Stems per Season
King Protea – Cynaoides (white & pink)	Sep – March	20
Queen Protea (Manifica white & pink)	Sep – March	20
Protea - Neriflora (Australis Ruby & Ice)	March - Nov	60
Protea - Pink Ice	March – Aug	60
Protea -pixie	June - Nov	60
Protea compacta x nerifiora	Jun – Sep	60
Protea neriflora hybrid (Aussie Owl)	July - Oct	60
Susar (Susannae magnifica)	June – Sep	50
Cordifolium leucospernum	Sep – Dec	60
Cordifolium leucospernum (lineare hybrid)	Sep – Dec	60
Cordifolium leucospernum (paternosi high gold)	June – Nov	60
Leucadendron – (Safari Sunset, Silvan Red & argentum)	Feb – Dec	150
Leucadendron (Yellow Tulip)	Apr - Oct	150
Banksia (Spinulosa)	March – June	60
Banksia (coccinea)	June – Jan	60
Banksia (Baxteri lime green)	Dec – Feb	60
Waratah (Telopea speciosisima red)	Sep – Nov	50
Waratah (Telopea speciosisima red)	May - Oct	40
Wax Flower Chamelium (Purple Pride & Snow Flake)	June – Dec	50
Blushing Bride Surruria Florida	May – Sep	60
Bersilia	Jul – Dec	60

Image 8- Proposed floral business plan.

Vegetation removal:

A tree assessment conducted by Treed environs confirms all species of trees are native to the area, identified as *Eucalyptus ovata*. Trees 8 and 9, classified as fair and low rating respectively, are within paddock 2, being the proposed flower plantation locality. The report concludes the trees are to be retained with site adjustment measures, however with a proposed flower enterprise occupying all, if not most of Paddock 2, the validity of that statement is questioned. Regardless, tree protection measures with a 10m radius would be required to protect the integrity of the trees.



Image 9- Aerial view of site vegetation.

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Subject site & locality



Image 10 - Subject site aerial. Source: NearMap, 2023.

An inspection of the site and the surrounding area has been undertaken.

The site is formally identified as Crown Allotment 49A Parish of Koo-Wee-Rup East and is located on the west side of Murphy Road. The site is a single parcel, approximately 5.3ha in size.

A crossover is located toward the southern boundary and there are no easements.

The land is currently divided into 3 paddocks, with gated access into each paddock.

The site is currently vacant and has scattered remnant vegetation and a curved billabong located at the western boundary (paddock 3).

The topography of the land is flat and comprises a 129-metre frontage. Access to the site is via Murphy Lane, a single lane unsealed local road.

The main characteristics of the surrounding area are:

- Large farming/ agricultural land/lots surrounding, particularly south of Evans Road, generally for cattle grazing/equine agistment.
- Subject site is 1.5km west of Longwarry and 1km south-east of Bunyip.
- Topographically, the area is flat.

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Image 11 - Aerial image of wider area. Source: NearMap, 2023.

Permit/Site History

The history of the site includes:

• <u>T200080</u> - August 2020- Refusal - Use and development of the land for a dwelling and building associated with agriculture.

Planning Scheme Provisions

Zone

The land is subject to the following zones:

• Green Wedge Zone -Schedule 1 (GWZ1)

Overlays

The land is subject to the following overlays:

- Land Subject to Inundation Overlay (LSIO)
- Restructure Overlay- Schedule 51 (R051)

Planning Policy Framework (PPF)

The relevant clauses of the PPF are:

- Clause 11.01-1S- Settlement
- Clause 11.01-1R- Green Wedges- Metropolitan Melbourne
- Clause 13.03-1S Floodplain management
- Clause 14.01-1S Protection of agricultural land
- Clause 14.01-1R Protection of agricultural land Metropolitan Melbourne
- Clause 15-01-2S Building Design
- Clause 15.01-6S Neighbourhood Character

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• Clause 16.01-5S Rural residential development

Local Planning Policy Framework (LPPF)

The relevant clauses of the LPPF are:

- Clause 21 Municipal Strategic Statement
- Clause 21.01 Cardinia Shire Key Issues and Strategic Vision
- Clause 21.03-4 Rural township
- Clause 21.03-5 Rural residential and rural living development
- Clause 21.04-2 Agriculture
- Clause 22.05 Western Port Green Wedge Policy

Relevant Particular/General Provisions and relevant incorporated or reference documents

The relevant provisions/ documents are:

- Clause 51.02 Metropolitan Green Wedge Land: Core Planning Provisions
- Clause 52.17 Native Vegetation
- Clause 65 Decision Guidelines
- Clause 66 Referral and Notice Provisions
- Cardinia Westernport Green Wedge Management Plan (2017)
- Subdivision Restructure Plan, January 2002 (C29)
- Bunyip Township Strategy (2009)

Planning Permit Triggers

The proposal requires a planning permit under the following clauses of the Cardinia Planning Scheme:

- Pursuant to Clause 35.04-1 of the Green Wedge Zone, a permit is required for the use of a dwelling.
- Pursuant to Clause 35.04-5 of the Green Wedge Zone, a permit is required to construct a building or construct or carry out works.
- Pursuant to Clause 44.04-2 of the Land Subject to Inundation Overlay (LSIO), a permit is required to construct a building or construct or carry out works.
- Pursuant to Clause 45.05-2 of the Restructure Overlay, a permit is required to construct or extend a dwelling or other building. A permit must be in accordance with a restructure plan for the land listed in a schedule to this overlay.

Public Notification

The application has been advertised pursuant to Section 52 of the *Planning and Environment Act 1987*, by:

• Sending notices to the owners and occupiers of adjoining land.

Council has received two (2) objections to date.

The key issues that were raised in the objections are:

- Based on proposed land use, no requirement for dwelling
- Proposal will set a precedent for wider area

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- Impacts of proposal to swamp scrub (on site)
- Existing access road is single track, any upgrade will impact vegetation
- Proposal is not suitable for bore water

Referrals

External Referrals/Notices:

Referrals/ Notice	Referral Authority	Brief summary of response
Section 55 Referrals	Melbourne Water (Determining)	Received May 2023. No objection (subject to conditions)
Section 52 Notices	Agriculture Victoria Planning and Advisory Services	No formal response.
	Southern Rural Water	Received April 2024.
		Southern Rural Water advise that the licence document attached to the referred documents is a farm dam registration licence is tied to land and can only be used on Lot 2 PS621743 (which is not the subject land), if the licence holder wishes to move this licence to another property, they would need to convert it to a take and use licence first. Once the licence has been converted it would then be subject to an application assessment process which would include referral to stake holder agencies and notification of neighbours.
		They also advised that the property is located in the Koo Wee Rup Water Supply Protection Area, this area is fully allocated, and no new groundwater licences can be issued, like wise for surface water the property is located within the Bunyip Basin, which is also fully allocated, and no new licences can be issued. As this is a commercial enterprise the landowners would need to find a transfer of either groundwater or surface water from an existing licence holder.

Internal Referrals:

Internal Council Referral	Advice/ Response/ Conditions
Health	No objection, subject to further conditions.
	Discharge to EPA Approved On-Site Secondary Wastewater Treatment System
	Before the development is occupied, all sewage and sullage wastewater from the proposed development must be discharged into a new, EPA approved, on-site secondary wastewater treatment system to the satisfaction of the Responsible Authority. The treated effluent must be disposed of via sub surface pressure compensating subsurface irrigation retaining all wastewater within the boundaries of the subject land to the satisfaction of the Responsible Authority.
	Wastewater Envelope - Protection During Construction
	Before the development starts, the area set aside for the wastewater envelope and purposes of distribution and absorption of wastewater must be protected to prevent soil disturbance during construction of the proposed development to the satisfaction of the Responsible Authority.
	N-HLTH05 Installation of On-Site Sewerage Disposal System

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	Approval to install or alter an onsite wastewater treatment system must also be obtained from Council's Health Department.	
Traffic	No comments/ objection.	
Engineering	No objection, subject to further conditions.	
	• 88 - Rural Stormwater	
	• 72 - Rural Vehicle Crossing	
	117 - Minimal soil erosion	
	• 85 - Stormwater sediment control during construction	
	• 89 (Modified) - Before the development commences, a site drainage plan must be submitted to and approved by the Responsible Authority the plan must show how all stormwater runoff from all proposed buildings, access, circulation and parking areas will be directed to satisfactory points or areas of discharge (in line with an approved LPD).	

Assessment

The application has been assessed against the relevant state and local policy, as well as the decision guidelines of all relevant clauses of the Cardinia Planning Scheme with the proposal determined to be inconsistent with these requirements.

In assessing the proposal, the key criteria regard:

- Response to Planning Policy and Local Policy Framework
- Response to Westernport Green Wedge Policy
- Response to Green Wedge, Restructure Overlay and Land Subject to Inundation Overlay

<u>Clause 11.01-1R Green Wedge – Metropolitan Melbourne</u>: The proposal seeks a new dwelling and large shed in a rural area comprising large lots, less than 1.5 kilometres from the Bunyip and Longwarry townships. The proposal seeks a rural-residential dwelling and associated wastewater envelope to the centre of paddock one, with this siting determined to be at odds with abutting land comprising open and expansive agricultural allotments. In this instance, the key features of the land and green wedge area are diminished.

<u>Clause 13.03-1S Floodplain management</u>: The objective of Clause 13.03-1S is to assist the protection of (1) life, property and community infrastructure from flood hazard, (2) the natural flood carrying capacity of rivers, streams and floodway's, (3) the flood storage function of floodplains and waterways, and (4) floodplain areas of environmental significance or of importance to river health. A key strategy is to avoid intensifying the impact of flooding through inappropriately located use and development.

The property is located within the Koo Wee Rup Flood Protection District and is subject to flooding. In accordance with the Land Subject to Inundation Overlay, the susceptibility of the development to flooding and flood damage has been considered. With adequate construction measures implemented, the proposed development can appropriately address these concerns.

Clause 14.01-1R Protection of agricultural land:

A key strategy seeks to protect agricultural land in Melbourne's green wedges and peri-urban area to avoid the permanent loss of agricultural land. In response, the proposed rural-residential dwelling, associated provision of wastewater envelope and shed effectively removes one-third of important agricultural land.

Clause 15-01-6S Design for rural areas:

A key strategy of the objective it to ensure that the siting, scale and appearance of development protects and enhances rural character. The proposal is deemed contrary to this strategy, with a proposed dwelling located to the centre of paddock 1, setback 19.8m from Murphy Lane frontage. In

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essence, the proposed siting increases the visual prominence to Murphy Lane and is at odds with the immediate locality, that is both sparse and open, agricultural land.

Clause 21.01-3: Cardinia Shire Key Issues & Strategic Vision

Clause 21.01 Cardinia Shire Key Issues and Strategic Vision identifies Western Port as a major landscape feature and that a key influence within the Shire is urban growth, including urban pressures on the rural hinterland and management of green wedge areas.

The following relevant key issues are identified:

- The protection of the Koo Wee Rup swamp area which contains important groundwater reserves and horticultural soils in the Western Port basin.
- The management of urban growth, including urban pressures on the rural hinterland.
- The protection and sustainable use of agricultural land.

On balance, the proposed use and development raises conflict with these key issues because it will result in the permanent loss of agricultural land in the Koo Wee Rup Swamp area.

Clause 21.04-2 Agriculture

A key objective of Clause 21.04-2 is to maintain agriculture as a strong and sustainable economic activity within the municipality. A relevant strategy seeks to '*Protect agricultural land, particularly areas of high-quality soils, from the intrusion of urban uses, inappropriate development and fragmentation which would lead to a reduction in agricultural viability, the erosion of the right of farmers to farmland, and ultimately the loss of land from agricultural production*'.

The proposal is concluded to be contrary to this strategy, by introducing a rural-residential dwelling and associated wastewater envelope that would erode the agricultural land from the State's base, while introducing potential right to farm conflicts.

Clause 22.05 Western Port Green Wedge Policy:

The proposal is located within *Precinct 1 – Agriculture, horticuluture and soil based production.* It is a policy, pertaining to land use, that green wedge soils and their versatility as a finite resource are protected accordingly and to maintain and protect the highly productive agriculutral land from incompatible land uses including non-soil based farming.

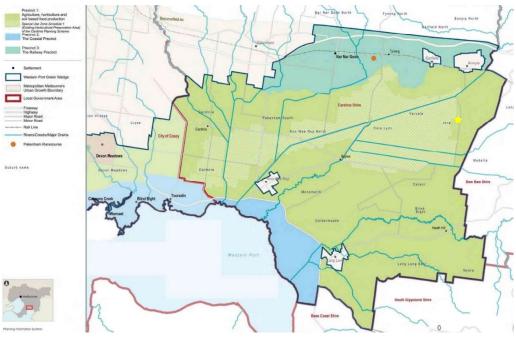


Image 12- Cardinia Green Wedge Precinct with site identified via yellow star.

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Precinct 1 vision is as follows:

Precinct 1 will be the hub of, agriculture, horticulture and soil-based food production within the Cardinia Western Port Green Wedge, taking advantage of its highly versatile soils, vegetable production (in particular asparagus), dairy and beef farming, other agricultural pursuits, potential access to Class A recycled water and the important role this precinct plays in food security. Land within the SUZ1 part of the precinct will be prioritised for soil-based agricultural and horticultural use and soil based food production with a focus on the consolidation of lots to support the economic viability of the agricultural and horticultural industry.

Future directions and land uses are also stipulated, including:

- Soil-based agriculture to be the primary activity within the Special Use Zone Schedule 1
- Discourage the use of non-soil-based agriculture (e.g. poultry farms, animal husbandry, horse riding schools etc.) being located on soils within the Special Use Zone Schedule 1.
- Encourage non-soil based agricultural uses (e.g. animal husbandry, beef and dairy farming etc.) to the land surrounding the Special Use Zone Schedule 1.

In assessing the future directions and land uses, the question of whether the proposed dwelling is reasonably required should be addressed, especially when factoring the continual pressure placed on Green Wedge Zoning for urban development and change. The proposal is deemed to be a continuance of this, seeking to introduce a new rural-residential dwelling and associated wastewater envelope that would erode the agricultural land from the State's base, while introducing potential right to farm conflicts.

While the application seeks to justify the rural-residential dwelling based on the array of activities associated with the flower enterprise, Council's planning department view is that, for example, considerable improvements in farming practices and pest management, over time, have directly correlated to efficiency gains, thereby reducing the need for a constant, physical presence on site. This, in turns, reduces the argument for a dwelling on site. Furthermore, the flower enterprise is concluded to be, at most, modest in scale, entirely within the boundaries of Paddock 2. It's Council planning department view, that there is no requirement for the dwelling to support the farming enterprise operation.

The Western Port Green Wedge Policy, the precinct has a strong and particular focus on horticultural activities, including crop raising. The application seeks a specialist cut flower enterprise, growing a medium array (less than 15 types) of flowers on a year-long basis, with the intention to then sell the flowers at local markets. Whilst the cultivation of flowers on soil beds seeks to take advantage of the soil conditions, it does so, solely confined to paddock two. Given the operation, scale and output are modest in scale, they do not take advantage of the agricultural soils to their potential. Whilst the billabong's presence in paddock 3 is acknowledged, the inclusion of the proposed dwelling to the centre of paddock one, associated wastewater envelope and large agriculture shed, render any agricultural activities on paddock 1 as redundant.

Future land use directions also stipulate an encouragement of non-soil based agricultural uses, including beef and dairy farming, on land that surround the Special Use Zone – Schedule 1. In this instance, the subject site on Murphy Lane is 2.3km from the Special Use Zoning within an area comprising agricultural land (with examples of farming activities) on large allotments. The introduction of a flower enterprise is at odds with these uses, notwithstanding potential adverse impacts (agricultural spray and drift) due to the ongoing flower operation.

Clause 35.04 Green Wedge Zone - Schedule 1

The site is within the Green Wedge Zone - Schedule 1. The zone applies to large areas of the Koo Wee Rup Flood Protection District which contains soil recognised as being of high quality, making it agricultural land of State significance.

This highly productive agricultural and horticultural area plays a vital role in providing food for Victoria's population and food security. As such, the purposes of the Green Wedge Zone - Schedule 1 are:

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

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- To provide for the use of land for agriculture. To recognise, protect and conserve green wedge land for its agricultural, environmental, historic, landscape, recreational and tourism opportunities, and mineral and stone resources.
- To encourage use and development that is consistent with sustainable land management practices.
- To encourage sustainable farming activities and provide opportunity for a variety of productive agricultural uses.
- To protect, conserve and enhance the cultural heritage significance and the character of open rural and scenic non-urban landscapes. To protect and enhance the biodiversity of the area.

Requirement	Response
Access to the dwelling must be provided via an all-weather road with dimensions adequate to accommodate emergency vehicle	Murphy Lane is a single lane all-weather gravel road with sufficient width to accommodate heavy vehicles.
The dwelling or small second dwelling must be connected to reticulated sewerage, if available. If reticulated sewerage is not available, all wastewater from the 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.	Reticulated sewerage is not available to the lot. The proposal was referred to Council's health department who supported proposal subject to conditions- including that Wastewater will be treated and retained on-site in accordance with relevant regulations.
The dwelling 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	Reticulated water supply is not available to the lot. 5 x 10,000ltr water tanks will be provided to accommodate domestic use as well as for fire- fighting purposes.
The dwelling must be connected to a reticulated electricity supply or have an alternative energy source.	Reticulated electricity is not available to the lot. However, electricity will be supplied by solar panels and battery storage.

Pursuant to Clause 35.04-2, a lot used for a dwelling must meet the following requirements:

Under this zone, a 'dwelling' is a Section 2- permit required discretionary land use, therefore the burden is on applicants to justify the dwelling is 'reasonably required' and directly associated with supporting an agricultural or horticultural activity/enterprise that will not cause any material detriment to any surrounding, established agricultural practices.

Furthermore, this burden is placed on applicants to prevent the incremental loss of agricultural land by the encroachment of rural residential development and other incompatible uses.

The following decision guidelines of the Green Wedge Zone - Schedule 1 have been considered as relevant:

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- Whether the site is suitable for the use or development and the compatibility of the proposal with adjoining land uses.
- The maintenance of agricultural production and the impact on the rural economy.
- The environmental capacity of the site to sustain the rural enterprise.
- The need to prepare an integrated land management plan.
- The impact on the existing and proposed rural infrastructure.
- The potential for the future expansion of the use or development and the impact of this on adjoining and nearby agriculture and other land uses.
- The protection and retention of land for future sustainable agricultural activities.

The proposal in particular, is contrary to the following decision guidelines of the Green Wedge Zone – Schedule 1:

- The potential for the future expansion of the use or development and the impact of this on adjoining and nearby agriculture and other land uses and the protection and retention of land for future sustainable agricultural activities.

The imposition of the dwelling to paddock one reduces further agriculture expansion on the land with the rural-residential dwelling proposed to the centre of the lot, orientated west -to-east (across the land) and wastewater envelope in close proximity (to the shared paddock 2 boundary). Council's planning department has formed the view that the site layout effectively means one-third of the land is irrevocably lost.

In Noonan v Mount Alexander SC [2017] VCAT 412, 'the presence of a new dwelling reinforces the potential for difficulties and inhibiting the future expansion or conduct of agricultural activities on the site and surrounding the site. Such an effect would be detrimental to achieving the outcomes sought within the planning policy framework.

The introduction of the rural residential dwelling has potential to create future land use and 'right to farm' conflicts between existing and proposed land uses. In other words, the presence of rural residential dwellings can impact the viability of farming on adjoining land due to offsite amenity impacts associated with agriculture, such as noise and drifting of agricultural sprays and fertilisers. This is especially pertinent to this application which is understood to require ongoing pest management to ensure flowers are at their optimum for eventual market sale. In this instance, an aerial perspective of the subject site confirms that surrounding land is a mixture of cattle grazing and some equine agistment.

In *Sharkey v Moyne* SC [2018] VCAT 685, Member Templar illustrated the core issues relating to proposals for dwellings in agricultural zones: *The use and development of dwellings in the Farming Zone (and its predecessors) has been a matter of some contention in rural areas of Victoria for a considerable time. The tension between perceived rights to use and develop one's land for purposes that owners see as their right, versus the protection of valuable, productive agricultural land, as well as conflicts between rural residential uses and productive farming operations, continues to occur.*

Contextually, Murphy Lane is a north-south orientated local road, accessed off Enticott Road and Southbank Road and over 1.5 kilometres south-east of the Bunyip township. Murphy Lane is within an area that is low lying, comprising open and expansive agricultural rural allotments that are predominately vacant. Although example of farmhouses exist, their presence to the streetscape is mostly reduced and muted and considering that the eastern side of Murphy Lane along with large swathes of Evans, Bastin and Enticott Roads are vacant, the proposed dwelling, in close proximity to the road boundary has the potential to change the 'rural feel' of the streetscape.

Furthermore, any approval of a dwelling in this locality, would reinforce the expectation of a dwelling on other sites and may result in landowners advertising properties at higher prices which is normally reflective of its ability to achieve a dwelling and purchasers also having this expectation. As a result of the dwelling, the value of the land is likely to be inflated.

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In an analogous proposal described by *Troy Spencer Town Planning Services v Wangaratta Rural* CC [2013] VCAT 314 (18 March 2013), VCAT upheld Councils' refusal for dwelling on the grounds that, *inter alia*, the dwelling was not 'reasonably required for the operation of the agricultural activity conducted on the land'. In the decision, Member Wilson concluded that whilst the 2-hectare site was small, it was still capable of being used for agriculture in conjunction with the adjoining farm. The addition of a new dwelling would instead result in the permanent loss of agricultural land.

Council's planning department also questions the site capacity to sustain the flower enterprise, due to no bore water availability, with the applicant instead relying on anticipated water run-off from the proposed dwelling and agricultural shed. Information obtained from Southern Rural Water confirms that the property is located in the Koo Wee Rup Water Supply Protection Area, with the area fully allocated, and no new groundwater licences can be issued. Pertaining to surface water, the property is located within the Bunyip Basin, which is also fully allocated, and no new licences can be issued.

The question of whether the dwelling is 'reasonably required' to sustain the proposed flower enterprise is also raised. It is Council's planning department view that most, if not all of the activities outlined in the farm management report, could feasibly be completed either over several hours or cumulatively spread over multiple days, as required. Supporting this contention is that improvements in farming practices, like slow-release fertilizes and greenhouses have directly correlated to efficiency gains, thereby reducing the need for a constant, physical presence on site. Council's planning department is also cognisant of existing flower enterprises/ businesses, of a variety of scale, that exist without the need for a dwelling on site.

Clause 45.05 Restructure Overlay-Schedule 51 (R051)

The purposes of the Restructure Overlay are:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify old and inappropriate subdivisions which are to be restructured.
- To preserve and enhance the amenity of the area and reduce the environmental impacts of dwellings and other development.

Clause 45.05-2 of the Restructure Overlay-Schedule 51 (R051) requires that a planning permit be obtained to construct a dwelling.

In particular it states:

- A permit must be in accordance with a restructure plan for the land listed in a schedule to this overlay. This does not apply if:
- No restructure plan is listed in the schedule and the permit is required to extend an existing dwelling or other building.
- The land is a lot for which a permit has been granted under Clause 45.05-1

The Subdivision Restructure Plan is listed in the Schedule to the Restructure Overlay as applying to the subject land. It is an Incorporated document under the Schedule to Clause 72.04 under the Scheme.

Importantly, under the heading 'requirements', it states:

• A permit to construct a dwelling <u>must not</u> be granted <u>unless</u> the land forms the whole of a tenement which existed on 23rd April 1975, or the land on which the dwelling is constructed is not less than 10 hectares in area.

Pertaining to this application (T220699):

- Cardinia Council has not granted a permit for the land under Clause 45.05-1 of the Restructure Overlay (for the purpose of Clause 45.05-2 of the RO); and
- The subject land is <u>not</u> greater than 10 hectares (for the purpose of the threshold requirement).

Based on the above and noting the lot size is 5.17ha, the permit applicant <u>must therefore demonstrate</u> that the permit application 'forms the whole of a tenement which existed on 23rd April 1975'.

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The land within the Restructure Overlay is shown on separate tenement maps, which are effectively the restructure plan for this Schedule. As shown in Image 11, the subject site is shown (uncoloured) to constitute a separate tenement.

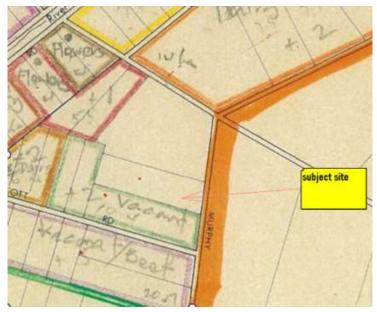


Image 13 – Cardinia Shire Council Tenement map.

Whilst the lot is not outlined by a highlight colour, the lot has been determined to constitute a separate tenement at the time the restructure plan was created on 23^{rd} April 1975. That is, the lot existed as the same title at that date.

Land	Owner as of 23rd April 1975	Proximity to subject site
130 Murphy Lane	Family one (Breheny)	Subject site
110 Murphy Lane	Family two (Laurie)	Abutting north
67 Endicott Road	Family three (Sayers)	Abutting south
Lot 106, PP2921 Murphy Lane	Family four (Anderson)	Directly east

As Cardinia Council is able to consider an application for a dwelling, it must now consider whether or not this proposal is consistent with the purpose of the Overlay.

The purpose of R051 is to:

- Limit the construction of dwellings on properties to ensure the long-term viability of the land; and
- Protect the high-quality agricultural soils and recognise that the area is subject to regular flooding.

In considering the long-term viability of the land, the applicant proposes a rural-residential dwelling to the centre of the paddock 1, over 300sqm in size, orientated east- to- west, in addition to a 648sqm agricultural shed near the south boundary. The positioning the of the dwelling to the centre of paddock one (with associated wastewater envelope at the rear) significantly reduces the chances of pursuing agricultural pursuits on site. In-effect, the proposed layout of paddock one, which primarily seeks to serve a rural-residential dwelling, means one-third of the subject land is lost.

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The argument lends weight to Council's planning department view that the proposal is also deemed contrary to the protection of the high-quality agricultural soils. Consideration has been given to the Ag Challenge Consulting Farm Management Plan (December 2023) which concluded the surface soil was assessed to have good structure and good internal drainage with soil test finding low soil phosphorus but well suited for agricultural pursuits.

Finally, approving a dwelling would reinforce the expectation of a dwelling on other sites within the restructure area and may result in landowners advertising properties at higher prices which is normally reflective of its ability to achieve a dwelling and purchasers also having this expectation. This places additional pressure on Council to defend the planning scheme.

By refusing the proposed dwelling, it will also support the purpose of RO51 by ensuring the long-term viability of the agricultural land.

Clause 44.04 - Land Subject to Inundation Overlay (LSIO)

The proposal is determined to be consistent with the provisions of the Land Subject to Inundation Overlay. This overlay identifies land in a flood storage or flood fringe area affected by the 1 in 100-year flood or any other area determined by the floodplain management authority and seeks to that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.

The application was referred to Melbourne Water, which had no objection subject to the various conditions. With these various conditions being satisfied, appropriate measures to manage and mitigate flood risk can be implemented during the construction stage of the development.

Clause 51.02 (Metropolitan Green Wedge Land: Core Planning Provisions)

The relevant purposes of Clause 51.02 (Metropolitan Green Wedge Land: Core Planning Provisions) are:

- To protect metropolitan green wedge land from uses and development that would diminish its agricultural, environmental, cultural heritage, conservation, landscape natural resource or recreation values, and
- To protect productive agricultural land from incompatible uses and development for the reasons outlined above.

The application fails to protect the Green Wedge agricultural land, instead, effectively removing onethird of the land from agricultural production with a site layout of a dwelling and associated wastewater envelope to the centre of paddock one. The dwelling siting, to the centre of the paddock one, is anticipated to have a visual presence, at odds within a locality that is open and expansive agricultural area.

Additionally, the inclusion of the dwelling is also likely to create land use conflicts with abutting landowners, and in particular, their respective rights to farm. The presence of dwellings can impact the viability of farming on adjoining land due to offsite amenity impacts associated with agriculture such as noise and drifting of agricultural sprays and fertilisers.

The production and management of hay in support of the flower enterprise, is also questioned, with the site layout showing the dwelling and agricultural shed on paddock 1, flower plantation occupying paddock 2 and existing billabong on paddock 3.

Supporting a dwelling on the land may also reinforce the expectation of a dwelling on other sites within the restructure area and may result in landowners advertising properties at higher prices, which is normally reflective of its ability to achieve a dwelling and purchasers also having this expectation. This places additional pressure on Council to defend the Cardinia planning scheme.

In summarizing the above, the proposal is determined to be contrary to the purposes of Clause 51.02 (Metropolitan Green Wedge Land: Core Planning Provisions).

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Response to objections

Council received two (2) objections to the proposal, with an assessment against the key concerns provided below:

Objection	Response
No requirement for dwelling	The application package includes a farm management plan that assesses the landowners' intentions to operate a specialist cut flower enterprise on 1.6ha of land, on an annual basis in addition to cutting hay on paddocks kept as pasture. It is understood that the cut flower enterprise includes planting of seedlings, cutting, pest monitoring and management, mulching, propagation, packing and distribution (once in season).
	In assessing whether a dwelling would be 'reasonably required' to sustain the proposed flower enterprise, Council planning department is bound to consider the activities on site in conjunction with one another.
	It is Council's planning department view that most, if not all of the activities outlined in the farm management report, could feasibly be completed either over several hours or cumulatively spread over multiple days, as required.
	Integrated pest management can occur via spray or slow-release fertilizes commonly used on agricultural land, that is applied on an ad-hoc basis. The inclusion of a greenhouse is also an excellent pest preventative measure.
	The options above reduce the need for a constant presence on site and therefore the need for a dwelling on site. Council planning department also concludes that improvements in farming practices have directly correlated to efficiency gains, thereby reducing the need for a constant, physical presence on site.
	Finally, the applicant proposes approximately 30 rows of seedling flowers, on raised dirt beds that follows the "hump" and "hollow" technique. Council is of the view that upon completion of the raised beds and planting of seedlings, the need for an ongoing presence on site is reduced significantly. The farm management plan details a rather modest seasonal flower stem total. This adds weight to Council's planning department argument that a dwelling / physical presence are not required to support the operation.
	In assessing the overall scale of the flower enterprise, which is limited to the one paddock, 1.6ha in size, Council planning department surmises there is no requirement for the dwelling to support the farming enterprise operation.
Proposal will set a precedent for wider area.	The site and wider surrounds are zoned Green Wedge Zone, Schedule 1 and under the provisions, 'a dwelling' is a Section 2 Use - Permit required. This requirement means that the onus is on applicants to both demonstrate the need for a dwelling with careful consideration to decision guidelines.
	From a site context perspective, aerial views show large, agricultural land holdings with some examples of farmhouses in close proximity to roads. Specific to Murphy Lane, one (1) rural-residential dwelling is found at 110 Murphy Lane, with 3 rural-residential dwellings and associated sheds along both Enticott and Bastin Roads.

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	It is Council's planning department view that, despite the presence of these farmhouses, the prevailing character remains that of an open, and expansive agricultural locality that must continue to be protected. Council planning department deems that the addition of the rural-
	residential dwelling will further erode the prized Green Wedge locality and may set a precent for the area.
Impacts of proposal to swamp scrub	A site plan was provided showing the proposed dwelling and outbuilding located within Paddock 1, with the whole of Paddock 2 comprising the flower enterprise. Abutting paddock 2 is Paddock 3 which comprises the billabong/swamp.
	At a distance over 45 metres from the outline of the swamp to the west boundary of paddock 2, it is not anticipated the proposal will detrimentally impact the health and vitality of the swamp.
Inadequate access Impacts to Murphy Lane	The site is accessible via Murphy Lane, being a single, all-weather gravel road, atypical for a rural locality.
vegetation	Murphy Lane extends to South Bank Road, which connects to Nar Nar Goon-Longwarry Road, thus providing access to the wider road.
	It is concluded that Murphy Lane is able to accommodate vehicles of a variety of size.
Subject site does not have bore water	The applicant states the water run-off from both the proposed dwelling and shed will be held in the water tanks, abutting the shed.
	In response to the objection, the applicant provided a Southern Rural Water licence (2006) allowing 1 megalitre water use per year, over 6 hectares, for Lot 2 PS621743 - Allotment 25, Parish of Koo Wee Rup (not the subject site), located north-west of the subject site. Applicant measurements show a 400m distance from the dam on Allotment 25 to the subject site, however no information was supplied by the applicant regarding the transfer of water to the subject site.
	The Southern Rural Water referral response states "if the licence holder wishes to move this licence to another property, they would need to convert it to a take and use licence first." Furthermore, "I also advise that the property is located in the Koo Wee Rup Water Supply Protection Area, this area is fully allocated, and no new groundwater licences can be issued.
	As such, Council planning department is in agreeance pertaining to the bore water objection. Any steps to obtain water, must be done via Southern Rural Water, which were not formally part of the application proposal.

Response to the Clause 65 Decision Guidelines

As discussed above the proposal fails to comply with the Municipal Planning Strategy, the Planning Policy Framework and the purposes of the Green Wedge Zone. The proposed dwelling will not contribute to the orderly planning of the area.

It is important to consider that just because the planning scheme identifies that a permit can be issued for a certain land use, it does not mean that it should. The proposal must have regard for the purpose of the relevant policy and Zone and demonstrate that by allowing it by way of a permit, that it does not inhibit or adversely impact established and 'as of right' uses in the surrounding area.

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Overall, in considering the immediate site context, the proposal is concluded to anticipated to respond negatively to the rural and environmentally sensitive surrounds.

Conclusion

As discussed above, the application fails to comply with key planning policies set out in the Cardinia Planning Scheme.

Major unresolved doubts exist whether it can legitimately be said that the intended activities being carried out by the landowners on the subject site require full time supervision by way of a new dwelling being built. Rather, we see a strong and straightforward case that the type of activities taking place could reasonably be done by someone living in an established residential area who commutes to the subject site, and that the choice of landowners to wish to live on-site is more a "rural-residential lifestyle" decision, based on the information provided to Council.

As such, it is recommended that a Refusal to Grant Planning Permit T220699 be issued for the use and development of the land for a dwelling and development of an agricultural building at 130 Murphy Lane, Bunyip.

Recommendation

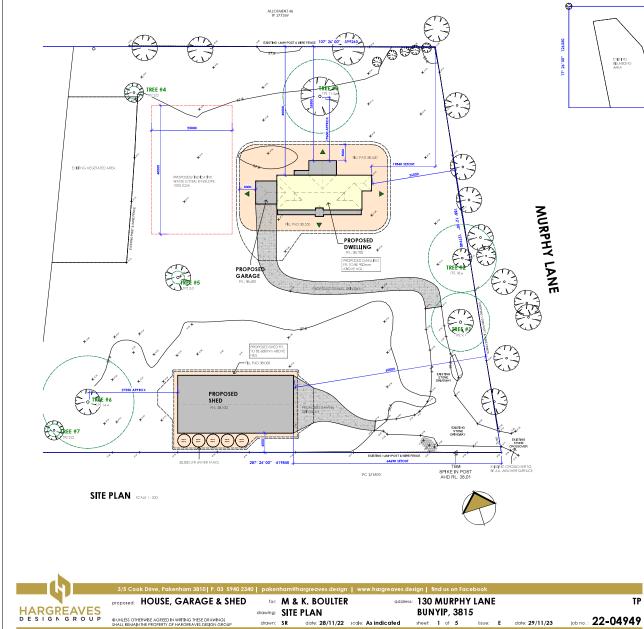
Refusal to Grant a Planning Permit

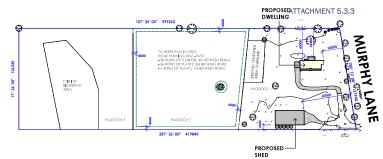
That Council having caused notice of Planning Application No. T220699 to be given under Section 52 of the *Planning and Environment Act 1987* and having considered all the matters required under Section 60 of the *Planning and Environment Act 1987* decides to Refuse to Grant a Permit in respect of the land known and described as 130 Murphy Lane Bunyip CA 49A Parish of Koo-Wee-Rup East), for the Use and development of the land for a dwelling and the construction of an agricultural building under the following grounds:

- 1. The proposal is contrary to the strategic directions of Clauses 14.01-1S Protection of agricultural land; 21.04-2 Agriculture and 22.05 Western Port Green Wedge Policy. The proposal results in a permanent loss of agricultural land with no demonstrated access to a sustainable water supply for agriculture activities.
- 2. The proposal is inconsistent with relevant purposes and decision guidelines of the Green Wedge Zone Schedule 1. The proposal permanently removes agricultural land from future use and significantly limits the potential for future expansion of adjoining agricultural uses.
- **3.** The proposal is inconsistent with relevant purposes and decision guidelines of the Restructure Overlay Schedule 51. The proposal increases the number of dwellings and has the potential to adversely impact the surrounding agricultural land uses' ability to farm.
- **4.** The proposal is inconsistent with the relevant provisions of Clause 51.02 Metropolitan Green Wedge Land: Core Planning Provisions, as the proposal introduces an incompatible use and development and fails to protect the productive agricultural land from urban activities.

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TOWN PLANNING COMMITTEE MEETING 6 MAY 2024





LOCALITY PLAN SCALE 1 : 2000

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TOWN PLANNING REQUIRED

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GARDEN AREA REQ. FOR GRZ & NRZ ZONES ONLY: 400-500m2 = 25% 501-650m2 = 30% 650m2+ = 35%		
GARDEN AREA	49422.64 m ²	95.52%
NON-COMPLIANT GARDEN AREA	0.00 m ²	0.00%
TOTAL PERMEABLE SPACE	49422.64 m²	95.52%
SITE COVER	1082.24 m²	2.09%
PAVED AREA	0.00 m²	0.00%
DRIVEWAY AREA	1236.33 m ^a	2.39%
TOTAL HARD COVER	2318.57 mª	4.48%
SITE AREA	51741.20 m²	100.00%

TOWN PLANNING COMMITTEE MEETING 6 MAY 2024

ATTACHMENT 5.3.3



