

DEVELOPMENT APPLICATION

APPLICATION NUMBER:	PLN-24-266
PROPOSED DEVELOPMENT:	Partial change of use to dog training facility (Domestic Animal Breeding, Boarding, or Training)
LOCATION:	8a Knoll Street Glenorchy
APPLICANT:	Every Dog Pty Ltd
ADVERTISING START DATE:	30/05/2025
ADVERTISING EXPIRY DATE:	16/06/2025

Plans and documentation are available for inspection at Council's Offices, located at 374 Main Road, Glenorchy between 8.30 am and 5.00 pm, Monday to Friday (excluding public holidays) and the plans are available on Glenorchy City Council's website (www.gcc.tas.gov.au) until **16/06/2025**.

During this time, any person may make representations relating to the applications by letter addressed to the Chief Executive Officer, Glenorchy City Council, PO Box 103, Glenorchy 7010 or by email to gccmail@gcc.tas.gov.au.

Representations must be received by no later than 11.59 pm on **16/06/2025**, or for postal and hand delivered representations, by 5.00 pm on **16/06/2025**.



RED SEAL
Urban & Regional Planning

8229

PLANNING REPORT

Development Application to *Glenorchy City Council*
pursuant to Section 57

Land Use Planning and Approvals Act 1993 for a
Partial Change of Use

at:

8A Knoll Street, Glenorchy
(PID: 53739304, CT: 19257/ 3)

Council Ref: PLN-24-266

For: Every Dog Pty Ltd

TRENT J. HENDERSON

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Paul Verne has a Diploma in Civil Engineering & Advanced Diploma in Project Management, plus over 25 years' experience in the construction industry, with 20 years assessing the traffic implications of developments, including residential dwellings, multiple units & lot subdivisions, and commercial projects. As Development Engineer, or Roads & Transport Officer, Paul's roles within local government were to assess engineering plans; provide technical advice; inspect and conduct safety audits on all new and existing council assets and proposed developments.

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SUMMARY

Clients:	<i>Every Dog Pty Ltd</i>
Property Owners:	<i>The Royal Agricultural Society of Tasmania</i>
Project:	Dog Training Facility (Partial Change of Use)
The Site:	8A Knoll Street, Glenorchy
Property ID:	5379304
Certificate of Title:	Volume 19257 Folio. 3
Planning Authority:	Glenorchy City Council
Planning Scheme:	Tasman Planning Scheme - Glenorchy
Zone:	Light Industrial (Part-18)
Overlay Areas:	Flood-prone Hazard Code C12.)
Development Code:	Signs Code C1.0, Parking & Sustainable Transport Code C2.0, Road & Railway Assets Code C3.0, Attenuation Code C9.0,
Local Provisions:	Not Applicable
Specific Area Plan:	Not Applicable
Use Class:	Discretionary – Use Class Table 18.2 Domestic Animal Breeding, Boarding or Training
Development:	No development
Date of Assessment:	Feb - March 2025
Proposal:	Partial Change of Use
Documents:	Site Plans prepared by <i>Urbart</i> , which includes a <i>Site Plan and Elevation Plans consistent with AS:1100</i> and cl. 6.1 Application Requirements of the Scheme. Additionally, this report has been based on Sealed Plan documents, Site inspections.
Synopsis:	<p>The assessment of the proposed partial change of use is applicable to several standards of the Tasmanian Planning Scheme – Glenorchy; however, the only reliance of the performance criteria is in regard to clause 18.3.2 as the Use Class is cited as being discretionary within the Light Industrial Zone. However, as clarified by this report there is minimal impact on the surrounding industrial uses in accordance with the wording of the standard.</p> <p>As such, there is sufficient information before the planning authority to determine the proposed partial change of use.</p>

INTRODUCTION

Red Seal Urban & Regional Planning has been engaged by *Every Dog Pty Ltd* to assist with a partial change of use application that seeks approval to operate a dog training centre from the existing building at 8A Knoll Street, Glenorchy (PID: 5379304, CT: 19257/3). Specifically, *Red Seal Urban & Regional Planning* was asked to review and prepare a response addressing matters raised in Glenorchy City Council's letter issued under Section 54 of the *Land Use Planning and Approvals Act 1993*, (LUPAA) dated 11 August 2023 and Council's subsequent letter dated 10 December 2024 for PLN-24-266.

The site is owned by *The Royal Agricultural Society of Tasmania* and is used as a maintenance workshop for the nearby Hobart Showgrounds. *Every Dog Pty Ltd* is a dog training and behavior consulting business that has been operating out of the Hobart Showgrounds for several years; however, due to the redevelopment of the Showground¹ the business is required to seek relocation.

This development application is for part of the existing building at 8A Knoll Street, Glenorchy to be used by *Every Dog Pty Ltd* to conduct its dog training and behavior consulting business. The remainder of the site is to retain the existing use and operation as conducted by the current owners, which this project is not inclined to change.

1. PROJECT OVERVIEW

1.1 The Proposal

The proposal is for a partial change of use to facilitate the operation of *Every Dog Pty Ltd*, which is described as a dog training and behaviour consulting business. The business has operated out of the nearby Hobart Showgrounds for several years but needs to relocate due to the refurbishment of the showgrounds.

Every Dog will only use approximately 510m² of the 820m² shed. As shown on plans, an internal area of the shed 6.6m wide and 30m long is to be fenced. This internal fenced area provides 198m² for dog care and training.

The business has staff of 3 FT, 2 PT and 4 Casual who are on site. Onsite numbers are generally 4 staff (FT) each day at any one time. Evening classes have up to two staff members present at any one time.

Dog training is to occur during the day as group sessions and in the evenings with the owners. Sessions are to occur inside the existing shed.

All operations will be within time period of 7am - 9pm Monday to Saturday, with no scheduled activities proposed on Sundays or Public Holidays.

The established operation has customers drop their dogs generally between 7:15 am & 10am with pick up the same day in the afternoon between 3 pm & 5:30 pm. The maximum clients is 35, which facilitates the maximum number of dogs at 40, resulting in a ratio of one trainer to 10 dogs for group training.

¹ Planning Permit PLN-24-080, Glenorchy Planning Authority Minutes Tuesday 28 January 2025

Evening classes operate from 6pm Monday - Friday. These consist of a trainer conducting classes with between one (1) and eight (8) owners and their dogs. Sessions end at 8:30/8:45 pm to facilitate closing the facility by 9 pm.

Saturdays are consistent with the evening training sessions in terms of class sizes but begin and end earlier in the day (typically between 11am and 4pm).

Numbers exceeding these levels would be disruptive for the dogs and owners' attention span.

Whilst it is accepted that a planning authority is not restricted to the description of the Use Class proposed, as per *Jackson v Building Appeal Board (2010) TASSC 29*, *Woodhouse v Kingborough Council (2022) TASCAT 45*, *Wark v Kingborough Anor (no.3) (2023) TASCAT 201*, the planning authority cannot extend the scope of the application beyond its terms or recast it: *Tomaszewski v Hobart City Council [2020] TASSC 48*. The only power to amend an application rests with the planning authority which may grant a permit subject to a condition that modifies the proposed use or development. There are limitations upon the scope of changes that can be made in conformity with that power.

The Scope of this application is confined to the partial change of use consistent to the above listed details. No new works or development are proposed as part of this development application. Additionally, no boarding or kennelling of dogs overnight is to occur.

1.2 Background

The business currently operates within the "Hobart Show Grounds" at 2 Howard Road, Glenorchy (Figure 1.2a). However, the business needs to relocate due to redevelopment within the Show Grounds, as per Planning Permit PLN-24-080, Glenorchy Planning Authority Minutes Tuesday 28 January 2025.



Figure 1.2a - Previous site of Every Dog operation (outlined purple) in the north of the Hobart Show Ground (yellow), the new site is at 8A Knoll Street outlined red (Source LIST Map).

The site is also owned by *The Royal Agricultural Society of Tasmania*.

In accordance with the Planning Authority, the site was approved under the Use Class "Limited Impact Industry"; although, this is not a use class listed under Table 6.2 Use Class of the current Tasmanian Planning Scheme – Glenorchy.

1.3 Planning Policy

Unless specifically exempt, all works, development and use on land within Tasmania is subject to the *Land Use Planning and Approvals Act 1993* (the LUPAA). Administration of the Act for this site is the Tasmanian Planning Scheme – Glenorchy, which sets out several provisions through the category of use, zoning, codes, and specific area plans with standards that exempt, set automatic compliance under acceptable solution, or discretionary compliance subject to being consistent with an applicable performance criteria.

Pursuant to cl. 5.6.2 a provision is regarded as an applicable standard if:

- (a) *the proposed use or development will be on a site within:*
 - i. *a zone;*
 - ii. *an area to which a specific area plan relates; or*
 - iii. *an area to which a site-specific qualification applies; or*
- (b) *the proposed use or development is a use or development to which a relevant code applies; and*
- (c) *the standard deals with a matter that could affect, or could be affected by, the proposed use or development.*

Under the provisions of the Tasmanian Planning Scheme – Glenorchy the applicable zones is Light Industrial.

Matters that are applicable to either a particular type of use or development that may apply to land in one or more zones or alternatively affect land that is not appropriately described by zone boundaries are addressed by Codes within the Scheme. The following codes are applicable to the assessment of this application:

- *Signs Code C1.0,*
- *Parking & Sustainable Transport Code C2.0,*
- *Road & Railway Assets Code C3.0,*
- *Attenuation Code C9.0,*
- *Flood-Prone Areas Hazard Code C12.0,*

However, the extent to which these Codes are applicable varies due to the specific standards within each code that will be examined in detail within this report.

There are currently three state policies in place governing Tasmania's strategic policy direction, being:

- *State Policy on the Protection of Agricultural Land 2009,*
- *State Policy on Water Quality Management 1997, and*
- *State Coastal Policy 1996.*

In addition, the *National Environmental Protection Measures* (NEPMs) are developed under the *National Environment Protection Council (Tasmania) Act 1995* and outline objectives and protections for aspects of the environment. Section 12A of the *State Policies and Projects Act 1993* provides NEPMs with the status of a State Policy.

There is no Tasmanian Planning Policy (TPP) currently in effect that is applicable to the site or the proposed partial change of use application.

The development proposal is within land covered by the Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS). The STRLUS guides land use, development, and infrastructure decisions, by setting out the strategy and policy basis to facilitate and manage change, growth, and development.

The local government strategic plan prepared under Section 66 of the Local Government Act 1993, applicable to this municipality, is the “Glenorchy City Council Strategic Plan 2023 – 2032”, cites that Council adopts the following goals from the “City of Glenorchy Community Plan 2015–2040”:

- *Making Lives Better,*
- *Building image & Pride,*
- *Open for Business,*
- *Leading Our Community,*
- *Valuing Our Environment.*

Pursuant to Section 34 of the *Land Use Planning and Approvals Act 1993* regard for the strategies within these policy documents was undertaken for the preparation of the Planning Scheme. Therefore, implementation of these policies is subsequently achieved through the Scheme and the application Local Provisions Schedule (LPS) and the State Planning Provisions (SPP).

The Glenorchy City Council’s “Dog Management Policy 2022” identifies a need for appropriate training of dogs and recognises that dog care is a potential necessity as a management tool. This proposal provides day care by trained animal handlers and dog training for both dogs and their owners within an indoor setting; therefore, minimising potential conflict issues with dogs within the Glenorchy Municipality.

Whilst they may be referenced to provide context and interpretation of policy, these policy documents are not standalone enforcement or compliance documents that replace the applicable standards of the Tasmanian Planning Scheme – Glenorchy.

2. SITE & SURROUNDING ANALYSIS

2.1. The Site

8A Knoll Street is a Light Industrial zoned site of approximately 1945m² located less than 500m from Every Dogs previous location at 2 Howard Road Glenorchy – Hobart Showgrounds. The site is also owned and operated by *The Royal Agricultural Society of Tasmania*.

On site is an 820m² building or shed positioned in the back section of the property. The front yard is already sealed and fenced, with a total ten (10) car parking spaces delineated in the concrete yard (Figure 2.1a).



Figure 2.1a – Aerial image of the site (outlined yellow), the image shows the existing carpark sealed in front of the established building. (Source LIST Map)

The remaining area of the shed is used for operational matters for *The Royal Agricultural Society of Tasmania*. There is a shipping container or office in the front carpark that is not part of this application.

The site is already connected to TasWater water and sewerage infrastructure.

2.2. Certificate of Title

Works associated with this project are contained by Certificate of Title Volume: 19257 Folio: 3.

There are no restrictive covenants on the Schedule of Easements associated with the Sealed Plan SP19257 that restrict this proposal.

Pursuant to Section 52 of LUPA, the owners have been notified of the lodgement of the Application to the Planning Authority.

2.3. Surrounding Analysis

On the northern side of Knoll Street, the land is zoned Inner Residential, whilst the rear of the site backs onto the disused northern suburbs rail line that is zoned Utilities (Figure 1.2a).

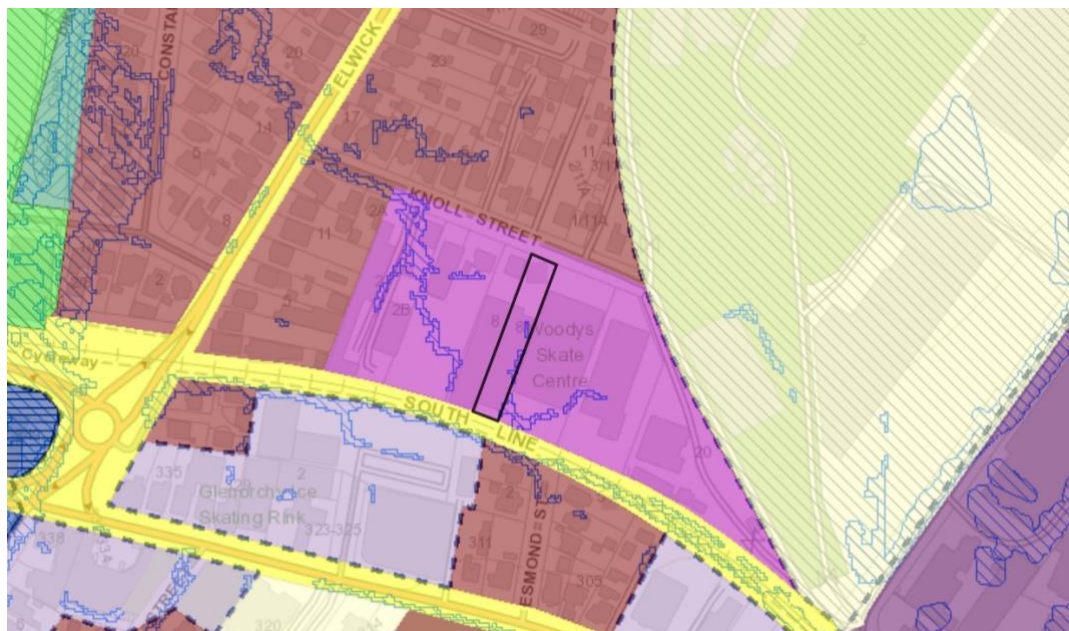


Figure 2.1a - 8A Knoll Street Site outlined in Black, shown within the Light Industrial Zone in light purple, with Inner Residential in Dark Red (brown) to the North. (Source LIST Map)

The site adjoins *Woodys Skate Centre* on the eastern boundary, on the western side boundary is another light industrial warehouse that is occupied by a powder coating business and builders' office.

Elwick Road is 160m to the west of the site; therefore, the site offers short connection and vehicle access to both Main Road and Brooker Highway. As such, this provides minimal impact or disturbance for customers dropping off and collecting their dogs, similar to the nearby Showground location.

3. TASMANIAN PLANNING SCHEME – GLENORCHY

Unless specifically exempt, all works, development and use on land within Tasmania is subject to the *Land Use Planning and Approvals Act 1993* (the Act). At the time of lodgement of this development application, administration of the Act for this site is the Tasmanian Planning Scheme – Glenorchy (the Scheme).

Pursuant to Part 5 – Operation of the Scheme, provisions within the Scheme set out applicable standards for use and development of a site through the category of use, zoning, codes, and specific area plans with standards that exempt, or set automatic compliance under the acceptable solution, or discretionary compliance subject to being consistent with the relevant performance criteria.

3.1 Exemptions or No Permit Required of the Scheme

3.1.1 Exempt

This application does not seek any exemptions under Part 4 – Exemptions of the Scheme.

3.1.2 No Permit Required

In accordance with the standards listed under Clause 6.6.1(a) a use may not require a permit to commence. However, pursuant to cl. 6.6.1 (b) the development relies on performance criteria, and therefore, is to be assessed in accordance with the requirements of cl. 6.8.1 of the Scheme.

3.2 Use Class Category – cl. 6.2

It is observed that the Scheme delineates between the terms “Use Class” and “Use”. The term “use” is defined in cl. 3.1 of the Scheme as *“in relation to land, includes the manner of utilising land but does not include the undertaking of development”*. That is the term use is more akin to the term ‘activity’.

Pursuant to cl. 6.2 the Scheme categorises use and development in to “Use Class”; therefore, a Use Class may have several different uses or activities that are categorised as a particular Use Class. Under cl. 6.2.2 a use that is subservient to another use categorised into the same Use Class as that other dominate use. As a result, a building may be approved as Limited Impact Industrial and be used as a workshop but also include the storage of goods for that workshop. In this situation storage is not a Use Class pursuant to cl. 6.2 the Scheme, but simply a component of the Use Class.

It is our understanding that the current operation of the site is as a maintenance workshop for *The Royal Agricultural Society of Tasmania* with one to two employees operating from the site during the day. The shed is used to store equipment associated with the upkeep of the showground. It is not a workshop that is open to the public, nor does it involve commercial “Storage” as defined by Table 6.2 Use Class of the Scheme.

Regardless, these uses are outside of the scope this development application and are not to be broadened to be included. Reference is made to the current use of the site to

confirm that there is room for the project to operate and this project is not impinging on an established operation.

Pursuant to cl. 6.2.3 of the Scheme *“if a use or development fits a description of more than one Use Class, the Use Class most specifically describing the use applies”*. In accordance with Use Class Table 6.2 the use classification that fits this proposal is Domestic Animal Breeding, Boarding or Training. This use class is defined as:

use of land for breeding, boarding or training domestic animals. Examples include an animal pound, cattery and kennel.

It is reiterated that the operation of the business does not involve breeding or overnight kennelling. The operation only involves the training of domestic animals, specifically dogs.

3.3 Light Industrial Zone Use Standard – cl. 18.3

Pursuant to the Light Industrial Zone Use Class Table (cl. 18.2) of the Scheme, the Use Class “Domestic Animal Breeding, Boarding or Training” is classified as a discretionary use class with no qualifications. It is reiterated that this application is only for a partial change of use until purpose built facilities are established as part of the showground redevelopment.

All Use Classes within the Light Industrial Zone must demonstrate compliance with the requirements applicable to cl. 18.3 of the Scheme. The objective of cl. 18.3 is that *“uses do not cause an unreasonable loss of amenity to residential zones”*.

Whilst the Use Class may be listed as Discretionary the project complies with the Acceptable Solution of the following standards where applicable.

3.3.1 Hours of Operation – cl. 18.3.1 A1

The Light Industrial Zone sets out acceptable hours of operation under cl. 18.3.1 A1 of the Scheme, stating:

A1 - Hours of operation of a use, excluding Emergency Services, Natural and Cultural Values Management, Passive Recreation or Utilities, on a site within 50m of a General Residential Zone, Inner Residential Zone, Low Density Residential Zone or Rural Living Zone, must be within the hours of:

- (a) 7.00am to 9.00pm Monday to Saturday; and**
- (b) 8.00am to 9.00pm Sunday and public holidays.**

The test of this standard is that if a site is within 50m of a residential zone a business must restrict its operation to the hours listed to be permitted. Operational hours of a use may exceed these hours but would rely on an assessment against applicable Performance Criteria for determination. Alternatively, if residential zoned land was beyond 50m, then a use would not be limited by the hours listed under cl. 18.3.1 A1 of the Scheme.

As Inner Residential Zone is applied to the land on the northern side of the street, the operation hours must be in accordance with the acceptable solution.

The operation times of Every Dog at the site are within the following hours:

- (a) 7:00am to 9:00pm from Monday to Saturday, and
- (b) 8:00am to 9:00pm on Sunday and public holidays.

The business does not regularly operate on Sunday or on public holidays. No dogs will be on-site outside of these hours.

It is observed that current practice does not operate on a Monday, and whilst it is not intended at this stage, operating on a Monday in the same way as the other days of the week is permissible under the Acceptable Solution cl.18.3.1 A1 of the Scheme.

Additionally, matters associated with cleaning may potentially occur outside the operational times subject to contractual constraints; however, the business itself is not in operation.

Therefore, the proposal complies with the Acceptable Solution of cl.18.3.1 A1 of the Scheme.

3.3.2 External Lighting – cl. 18.3.1 A2

To minimise impact derived from lighting cl. 18.3.1 A2 governs the operation of lights, setting the Acceptable Solution operational requirements for the use of external lights as follows:

A2 - External lighting for a use, excluding Natural and Cultural Values Management or Passive Recreation, on a site within 50m of a General Residential Zone, Inner Residential Zone, Low Density Residential Zone or Rural Living Zone, must:

- (a) not operate within the hours of 11.00pm to 6.00am, excluding any security lighting; and
- (b) if for security lighting, be baffled so that direct light does not extend into the adjoining property in those zones.

Again, the standard applies as the site is within 50m of a residential zone; however, this proposal does not seek approval for any additional lighting to that which currently operates. At present, an external light is present as part of the existing operation.



Figure 3.3a – The current front façade of 8A Knoll Street, showing the existing light and the location of the proposed signage.

Having regard to the hours listed under Point 3.3.1 above of this report, the proposed use is not operating outside the following hours:

- (a) 7:00am to 9:00pm from Monday to Saturday, and
- (b) 8:00am to 9:00pm on Sunday and public holidays.

As a result, no external lighting will be generated by the operation of the business associated with this proposal within the hours of 11.00pm to 6.00am; therefore, this proposal complies with the Acceptable Solution of cl. 18.3.1 A2(a) of the Scheme.

In regard to cl. 18.3.1 A2(b), no new security lighting is proposed by this application; therefore, the matters associated with this standard are not applicable to the determination of this application.

As previously established, this application is only a partial change of use that does not seek to supersede the current operation and management of the site by the property owners.

3.3.3 Commercial Vehicle – cl. 18.3.1 A3

This proposal does not involve the operation of a vehicle that is considered to be a commercial vehicle. Regardless, the Acceptable Solution of cl. 18.3.1. A3 states that the operational requirement for a commercial vehicle is as follows:

A3 - *Commercial vehicle movements and the unloading and loading of commercial vehicles for a use, excluding Emergency Services, on a site within 50m of a General Residential Zone, Inner Residential Zone, Low Density Residential Zone or Rural Living Zone, must be within the hours of:*

- (a) 7.00am to 9.00pm Monday to Saturday; and
- (b) 8.00am to 9.00pm Sunday and public holidays.

In accordance with the Acceptable Solution of cl. 18.3.1. A3 the hours that a commercial vehicle can visit the site is the same as the operating hours proposed by this application within Point 3.3.1 above of this Report. Therefore, whilst it is not intended for any commercial vehicles to routinely visit the site as part of Every Dog, as the business is not operating outside of these hours the proposal is compliant with the Acceptable Solution listed under cl. 18.3.1 A3 of the Scheme.

3.3.4 Discretionary Uses – cl. 18.3.2

As Domestic Animal Training is a discretionary Use Class under Use Table (cl. 18.2) of the Scheme, the proposal triggers cl. 18.3.2 A1 of the Scheme. The objective of this standard is that “*uses listed as Discretionary do not compromise the use or development of the land for industrial activities with minimal or managed off site impacts*”.

Clause 18.3.2 has no Acceptable Solution; therefore, by default the proposal relies on the Performance Criteria, which states:

P1 - *A use listed as Discretionary must not compromise the use or development of the surrounding properties for industrial activities with minimal or managed off site impacts, having regard to:*

- (a) *the characteristics of the site;*
- (b) *the size and scale of the proposed use; and*
- (c) *the function of the industrial area.*

The test of the provision is that a “use” that is classified as Discretionary “must not compromise the use or development of the surrounding properties for industrial activities”. That is the partial use of the site for the purpose of domestic animal training, does not compromise the industrial use of the surrounding properties. Context and focus here is on industrial use only, there is no reference to other uses within other zones; such matters have been addressed under cl. 18.3.1 of the Scheme. Additionally, it is observed that the test does not specify that a proposed use must not have any impact on the surrounding industrial use but “minimal or managed off site impacts”.

In this sense, the term minimal is consistent with the term minimise, which was considered by the court in the case of *Sultan Holdings Pty Ltd v John Fuglsang Developments Pty Ltd*² and it was suggested that:

“The word “minimise” means to reduce something (especially something undesirable) to the smallest possible degree or amount.”

Operational times are within the timeframes listed under the Acceptable Solution cl.18.3.1 A1 of the Scheme. Potential off site impacts are managed and minimised by the proposed operation contained internally within the fenced space inside the existing building.

The proposed use of Domestic Animal Training provides minimal off-site impacts that are in accordance with the uses of the adjoining properties. Management of dog training is to occur wholly within the shed structure, so consequences for industrial activities of adjoining properties is further minimised. Additionally, dogs are fully supervised and not left unattended, as a result any matter that may result in a disturbance is addressed and managed as part of the training process.

Having regard to the referenced matters cited by the cl. 18.3.2 P2 – noting that these are not mandatory requirements that must be satisfied³ - the proposal is consistent with the listed.

In regard to sub-clause (a), the surrounding sites include Woody’s Skate and Play whose operating hours only coincide on Friday and Saturdays. The adjoining property to the west at 8 Knoll Street is a similar site to 8A Knoll Street, that are also used for small scale businesses of a light industrial nature, being a powder coating business and builders’ offices as such the proposal is consistent with sub-clause (b).

The proposal has historically been operating within the nearby Showground that is up for redevelopment⁴, whilst this land was zoned differently, the operation did not prevent industrial uses occurring on surrounding Light Industrial Zone. It is reiterated that this project involves no new development, being for a partial change of use; therefore, does not change the built form currently attributed to the site. The proposal has no impact on the function of the light industrial area as operation is within an existing building that does not prevent industrial use occurring within the space in the future or impact on the operation of surrounding uses; therefore, consistent with sub-clause (c).

The proposed partial change of use to facilitate Domestic Animal Training is in line with the current uses within this Light Industrial Zoned area of Knoll Street and will not restrict current uses within the Light Industrial Area; therefore, complies with cl. 18.3.2 P2 of the Scheme.

² [2017] TASFC 14 at [68].

³ *Hobart City Council v Rich Tapestry Pty Ltd (ACN 667 999 055)* [2024] TASSC 54 at [7], [26], and [28].

⁴ Planning Permit PLN-24-080, *Glenorchy Planning Authority Minutes* Tuesday 28 January 2025, Page 7.

3.4 Development Standards for Light Industrial Zone – cl. 18.4

The existing site consists of a small light industrial building or shed, 58m long and 13m wide and single storey, pitched roof shed structure with an attached kitchen/office and toilet area. An existing concrete sealed car parking area is located out the front between the shed and the frontage with Knoll Street. The scope of this application to the planning authority does not involve any new development, works, or expansion to the existing development on the site.

No works are proposed as part of this development application; therefore, the standards listed under cl. 18. 4 relating to:

- Building Height - cl. 18.4.1,
- Setbacks – cl. 18.4.2,
- Fencing, and
- Landscaping – cl. 18.4.5

are not applicable to the determination of this application.

In regard to Outdoor Storage (cl. 18.4.4), it is not proposed that any outdoor storage will be either required or generated by the operation of *Every Dog Pty Ltd*. It is noted that other occupiers of the site may have involve outdoor storage; however, that is not within the scope of this proposal or applicable to *Every Dog Pty Ltd*.

3.5 Subdivision Standards for Light Industrial Zone – cl. 18.5

The scope of this proposal does not involve any subdivision; therefore, matters listed under cl. 18.5 are not applicable to the determination of this application.

4. TASMANIAN PLANNING SCHEME: CODE REQUIREMENTS

For matters that transcend specific zones the Planning Scheme addresses these via a Code, either in the form of a development code such as car parking or a mapped overlay for significant native vegetation. Whilst there are several codes that apply to the property, the extent to which they apply to a specific development application will vary according to the final design and the intensity or type of use.

4.1 Signs Code - C1.0

The proposal includes the installation of the *Every Dog Pty Ltd* a sign, above the entry door to the shed. The sign is in the shape of a dog; therefore, is not a conventional square or rectangle, but has a length of 2.2m with a height of 1.4m (Figure 1.4a). The sign is not an illuminated Wall sign.



Figure 4.1a – Existing wall signage to be reinstated on new site. (source, client)

4.1.1 Application of Signs Code – cl. C1.2

Whilst the Signs Code does not apply to a change of use (cl. C1.2.2), the installation of the sign in Figure 4.1a above results in cl. C1.2.1 applying to the assessment of the proposal.

4.1.2 Signage Type & Definition – cl. 1.3

Pursuant to cl. C1.3.2 and Table C1.3 Sign Type Definitions of the Code; the proposed sign is best described as a “wall sign” that is “a sign attached to the wall of a building”.

4.1.3 Exempt Signage – cl. C1.4

This proposal does not seek an exemption under cl. C1.4 of the Scheme.

4.1.4 Signage Use Standards – cl. C1.5

Pursuant to cl. C1.5.1 there are no Use Standards in the Signs Code.

4.1.5 Development Standards for Signage – cl. C1.6

4.1.5.1 Design & Location of signs – cl. C1.6.1 A1

The objective of this standard is to ensure that:

- (a) signage is well designed and sited; and*
- (b) signs do not contribute to visual clutter or cause an unreasonable loss of visual amenity to the surrounding area.*

As demonstrated in Figure 4.1a, the sign is a unique design located flat against the building the business is associated with and does not impact on the streetscape or users of the carriageway for Knoll Street.

The standard sets the following Acceptable Solution:

A1 - A sign must:

- (a) be located within the applicable zone for the relevant sign type set out in Table C1.6; and*
- (b) meet the sign standards for the relevant sign type set out in Table C1.6, excluding for the following sign types, for which there is no Acceptable Solution:*
 - (i) roof sign;*
 - (ii) sky sign; and*
 - (iii) billboard.*

The sign is consistent with Acceptable Solution cl. C1.6.1 A1 as the proposed wall sign in Figure 4.1, complies with Table C1.6 Sign Standards (R-Z) as it is applicable to the Light Industrial Zone (complying with cl. C1.6.1 A1(a)), and:

- a) does not extend beyond the wall or above the top of the wall to which it is attached.
- b) the surface area is less than 3m², which is less than the maximum area of wall sign at 4.5m² permissible under the acceptable solution; and
- c) the proposed sign covers less than 2% of the wall surface fronting Knoll Street; therefore, does not occupy more than 25% of the wall area.

Therefore, the sign complies with cl. C1.6.1 A1(b) of the Scheme.

4.1.5.2 Zone Location of signs – cl. C1.6.1 A2

Pursuant to cl. C1.6.1 A2:

A sign must be not less than 2m from the boundary of any lot in the General Residential Zone, Inner Residential Zone, Low Density Residential Zone, Rural Living Zone or Landscape Conservation Zone.

Land on the northern side of Knoll Street is zoned Inner Residential. The sign is attached to a wall that is 36m from the frontage; therefore, the sign is not within 2m of a residential zone and complies with cl. C1.6.1 A2 of the Scheme.

4.1.5.3 Number of signs – cl. C1.6.1 A3

In accordance with cl. C1.6.1 A3 the number of signs permissible for a business or tenancy using a site is set as follows:

A3 - *The number of signs for each business or tenancy on a road frontage of a building must be no more than:*

- (a) *1 of each sign type, unless otherwise stated in Table C1.6;*
- (b) *1 window sign for each window;*
- (c) *3 if the street frontage is less than 20m in length; and*
- (d) *6 if the street frontage is 20m or more,*
excluding the following sign types, for which there is no limit:
 - (i) *name plate; and*
 - (ii) *temporary sign.*

Only one wall sign that is consistent with Table C1.6 as previously demonstrated, is proposed as part of this development application. Therefore, the proposal is compliant with C1.6.1 A3 (a) of the Scheme.

4.1.5.4 Illuminated Signs – cl. 1.6.2

No illuminated signs are proposed as part of this proposal; therefore, this standard is not applicable to this application.

4.1.5.5 Third party signs – cl. C1.6.3

The proposed sign relates to a use occurring within the building at 8A Knoll Street. No other signs are proposed by this application; therefore, this standard relating to third party signs is not applicable to this project.

4.1.5.6 Local Heritage – cl. C1.6.4

The site does not involve a place recognised for its local cultural heritage; therefore, the standard is not applicable to this proposal.

4.2 Parking & Sustainable Transport Code - C2.0

As previously established, the front yard of the site between the shed and the frontage is sealed with concrete and drained. An existing vehicle crossover is established in the centre of the frontage. Parking spaces dimensioned at 5m in depth and 3m in width allocated along both side boundaries, with five (5) parallel to the eastern side boundary and nine (9) perpendicular to the eastern boundary; therefore, providing a total of fourteen (14) car parking spaces.

It is reiterated that this parking area and delineation of parking spaces has already occurred and is managed by the owners of the property.

No works are proposed by the scope of this application to the parking area of the site.

4.2.1 Application of Parking & Sustainable Code – cl. C2.2

Pursuant to cl. C2.2.1 the Parking & Sustainability Code is applicable to the proposed partial change of use.

4.2.2 Parking & Sustainable Terms & Definition – cl. C2.3

The site is not within a parking precinct plan or located on a pedestrian priority street within the Local Provisions Schedule as defined under cl. C2.3.1 of the Scheme.

4.2.3 Exempt Parking & Sustainable Standards – cl. C2.4

Pursuant to cl. C2.4.1 there are no exemptions listed under the Parking & Sustainability Code.

4.2.4 Parking & Sustainable Use Standards – cl. C2.5

4.2.4.1 Car parking numbers – cl. C2.5.1

The Scheme allocates car park numbers based on a ratio dependant on the use of a site, with the objective to ensure “an appropriate level of car parking spaces is provided to meet the needs of the use”. Governance of this objective is achieved through cl. C2.5.1 Car Parking Numbers, which sets the following acceptable solution:

A1 - The number of on-site car parking spaces must be no less than the number specified in Table C2.1, less the number of car parking spaces that cannot be provided due to the site including container refund scheme space, excluding if:

d) it relates to an intensification of an existing use or development or a change of use where:

i) the number of on-site car parking spaces for the use or development specified in Table C2.1 is greater than the number of car parking spaces specified in Table C2.1 for the proposed use or development in which case no additional on-site car parking is required.

Under Table C2.1 the Use Class “Domestic Animal Breeding, Boarding or Training” requires one (1) car parking space per employee, plus two (2) Visitor spaces.

Every Dog has four employees on site on any one day, thus requiring four (4) car parking space per employee, plus two (2) Visitor spaces. Therefore, six (6) car parking spaces are required for this partial change of use.

However, it is observed that the actual staff car parking demands are likely lower than this due to most staff not being full-time employees:

- 2-3 staff arriving between 7am and 8am and departing 3pm to 5:30pm Tuesday to Friday to provide for the Dog Daycare service.
- Staff providing for Dog Training services, usually 1-2 staff, arrive 6pm and depart at 8:45pm Tuesday to Friday.

Additionally, there should be minimal impact on the current use in terms of parking on site. As previously discussed, the current use of the site is akin to a maintenance workshop that does not service customers and only has one to two staff on the premises at any one time. As such, current operations require only two parking spaces. A relocatable administration office, associated with a pigeon racing organisation is located in the southwestern corner of the parking area over three spaces. This relocatable administration office is not a permanent structure, and we are informed only occasionally staffed by one to two people.

Council has indicated that the shed has been approved as “Limited Impact Industrial” Use Class; however, as previously established within this report, this Use Class is not listed under cl. 6.2 of the Scheme. As previously discussed, the uses that currently occur within the site do not readily fit into a Use Class under Table C2.1 Parking Space Requirements, storage is not for commercial use but subservient to the workshop, and the workshop is for the management of a nearby site with no commercial or customer visitation. Having regard to cl. 6.2.3 of the scheme, the workshop could best be described as a combination of uses that include “storage”, plus “manufacturing & processing” (not that anything is being manufactured). Both these uses require the similar parking ratio of:

Manufacturing and Processing - 1 space per 200m² of floor area or 2 spaces per 3 employees, whichever is greater,

Storage - 1 space per 200m² of the site area or 1 space per 2 employees, whichever is greater.

The floor area of the shed remaining for the workshop is 322m². Acknowledging that the definition of site is different to floor area, it is reiterated that this is simply storage associated with the workshop and a description of the current activity or use of the site. Therefore, the existing use of the shed only requires two (2) car parking spaces.

In regard to the relocatable administration office, Table C2.1 Parking Space Requirements sets a requirement of:

Office - 1 space per 40m² of floor area.

Therefore, the current 15m² office, requires one (1) parking space.

However, if it is regarded as a meeting venue, then the Code requires 1 space per 15m² of floor area or 1 space per 4 seats, whichever is greater. It is unlikely that more than 4 seats are appropriate within such a small space. Therefore, the current use of the office requires one parking space.

Therefore, the current uses occurring at the site on the site require a total of three (3) car parking spaces; although, as indicated, these are often not required simultaneously to the parking requirements of Every Dog.

The existing car parking area outside the front of the building provides for fourteen (14) car parking spaces, whilst the relocatable administration office currently covers approximately three (3) spaces, there remains ten (10) designated parking areas already existing.

As there are more than ten (10) car parking spaces already delineated on a sealed surface, the proposed partial change in use is in accordance with the acceptable solution cl. C2.5.1 A1 (d)(i) of the Code.

4.2.4.2 Bicycle parking numbers – cl. C2.5.2

There are no bicycle parking requirements listed under Table C2.1 for Domestic Animal Training; therefore, this standard is not applicable.

4.2.4.3 Motorcycle parking numbers – cl. C2.5.3

There are no motorcycle parking requirements listed for the number of parking spaces required by this partial change of use; therefore, this standard is not applicable.

4.2.4.4 Loading bays – cl. C2.5.4

The wording of standard cl. C2.5.4 is not applicable to the scope of this proposal.

4.2.4.5 Car Parking Numbers in Residential Zone - cl. C2.5.5

The scope of this proposal does not involve any use or development within the General Residential Zone and Inner Residential Zone; therefore, this standard is not applicable to the proposal.

4.2.5 Development Standards for Parking – cl. C2.6

This proposal is for a partial change of use within a site that requires no new development and has an existing sealed parking area and vehicle crossover to the carriageway of Knoll Street. Therefore, the following standards are not applicable the determination of this proposal:

- Construction of parking area – cl. C2.6.1,
- Design & Layout of parking areas – cl. C2.6.2,
- Number of accesses for vehicles – cl. C2.6.3,
- Lighting of parking areas – cl. C2.6.4,
- Pedestrian access – cl. C2.6.5,
- Loading Bays – cl. C2.6.6,
- Bicycle storage in General & Central Business Zone – cl. C2.6.7, and
- Siting of parking & turning areas – cl. C2.6.8.

4.2.6 Parking Precinct Plan – cl. C2.7

There is no Parking Precinct Plan listed within the Glenorchy Local Provision Schedule for Knoll Street, or the site; therefore, the standard is not applicable to this proposal.

4.3 Road & Railway Assets Code - C3.0

In accordance with the matters listed under cl. C3.2, this Application:

- (a) *will not increase the amount of vehicular traffic or the number of movements of vehicles longer than 5.5m using an existing vehicle crossing or private level crossing;*
- (b) *will not require a new vehicle crossing, junction or level crossing; or,*
- (c) *does not involve a subdivision or habitable building within a road or railway attenuation area if for a sensitive use.*

A vehicle crossing was established as part of the previous development. As established the site requires less parking than previously approved and provided on the ground. Within the scope of this proposal vehicle movements do not intensify use of the access; therefore, pursuant to cl. C3.2 this Code is not applicable to the determination of this development application.

4.4 Electricity Transmission Infrastructure Protection Code - C4.0

Pursuant to Clause C4.2 this Clause is not applicable to this Application.

4.5 Telecommunications Code - C5.0

Pursuant to Clause C5.2 this Clause is not applicable to this Application.

4.6 Local Historic Heritage Code - C6.0

Pursuant to Clause C6.2 this Clause is not applicable to this Application.

4.7 Natural Assets Code - C7.0

Pursuant to cl. C7.2 the Natural Assets Code is not applicable to this Application.

4.8 Scenic Protection Code - C8.0

Pursuant to Clause C8.2 this Code is not applicable to this Application.

4.9 Attenuation Code - C9.0

Pursuant to Clause C9.2 this Code is not applicable to this Application as the application does not involve any activities listed in Table C9.1 or C9.2 of the Code.

It is observed that "Table C9.1 Attenuation Distances (C-L)" specifies a buffer of 300m between "Dog Kennels" and a sensitive use. As previously stated, the proposal is not a dog kennel and does not involve the commercial operation of a kennel for either overnight stays or for a breeding operation.

The proposal is a dog training facility that operates during the day under the management of experienced dog handlers. The dogs are not left unattended within a confined space, and any barking that may occur is addressed immediately by the handler as part of the training program.

4.10 Coastal Erosion Hazard Code - C10.0

Pursuant to Clause C10.2 this Code is not applicable to this Application.

4.11 Coastal Inundation Hazard Code - C11.0

Pursuant to Clause C11.2 this Code is not applicable to this Application.

4.12 Flood-Prone Areas Hazard Code - C12.0

Pursuant to Clause C12.2 this Code is not applicable to the proposed development.

Although parts of the site are mapped as flood-prone areas, the change in use does not meet any of the requirements under C12.2 for the Code to apply as no development works are to be undertaken. Furthermore, the extent of these areas within the site are minimal and flooding risk can be seen to be negligible if not nil.

4.13 Bushfire-Prone Areas Code - C13.0

Pursuant to Clause C13.2 this Code is not applicable to this Application.

4.14 Potentially Contaminated Land Code - C14.0

Pursuant to Clause C14.2 this Code is not applicable to this application as it does not propose any disturbance to the soil.

4.15 Landslide Hazard Code - C15.0

Pursuant to Clause C15.2 this Code is not applicable to this development

4.16 Safeguarding of Airports Code - C16.0

Pursuant to Clause C15.2 this Code is not applicable to this development

5 SPECIFIC AREA PLANS

There are no Specific Area Plans (SAP) associated the site 8A Knoll Street, Glenorchy.

6 CONCLUSION

This change of use application seeks approval to operate a dog training centre in the existing building at 8A Knoll Street, Glenorchy (PID: 5379304, CT: 19257/3). The change is to facilitate the operation of *Every Dog Pty Ltd*, which is a dog training and behaviour consulting business. Essentially this is a temporary proposal as the business has operated out of the nearby Hobart Showgrounds for several years but has had to relocate due to the refurbishment of the showgrounds, it is intended that the business will be relocated back into the showground area; however, as there is no set timeframe, it is understood that the planning authority cannot provide a temporary permit for the use of the proposed site.

No further development is required at 8A Knoll Street, Glenorchy, with the operation to be housed within the existing shed and onsite parking using the established formed carpark located in the front yard of the site.

Operations are consistent with the acceptable solution for use within the Light Industrial Zone. The only reliance on a Performance Criteria for the entire Scheme is that of cl. 18.3.2 as Domestic Animal Training is listed as a Discretionary Use Class within the Light Industrial Zone. However, there is sufficient documentation and evidence that demonstrates that the application will not impact on the surrounding industrial uses in accordance with the wording of the standard.

The proposed change of use to Domestic Animal Breeding, Boarding or Training to allow for Every Dog Pty Ltd to operate from the site of 8A Knoll Street, Glenorchy complies with use standards consistent with the area and is a suitable site for this activity to occur.

In regard to matters raised in Glenorchy City Council's letter issued under Section 54 of the *Land Use Planning and Approvals Act 1993*, (LUPAA) dated 11 August 2023 and Council's subsequent letter dated 10 December 2024 for PLN-24-266, as demonstrated by this report and the supporting documentation attached, the proposal is consistent with the applicable standards of the Tasmanian Planning Scheme – Glenorchy.



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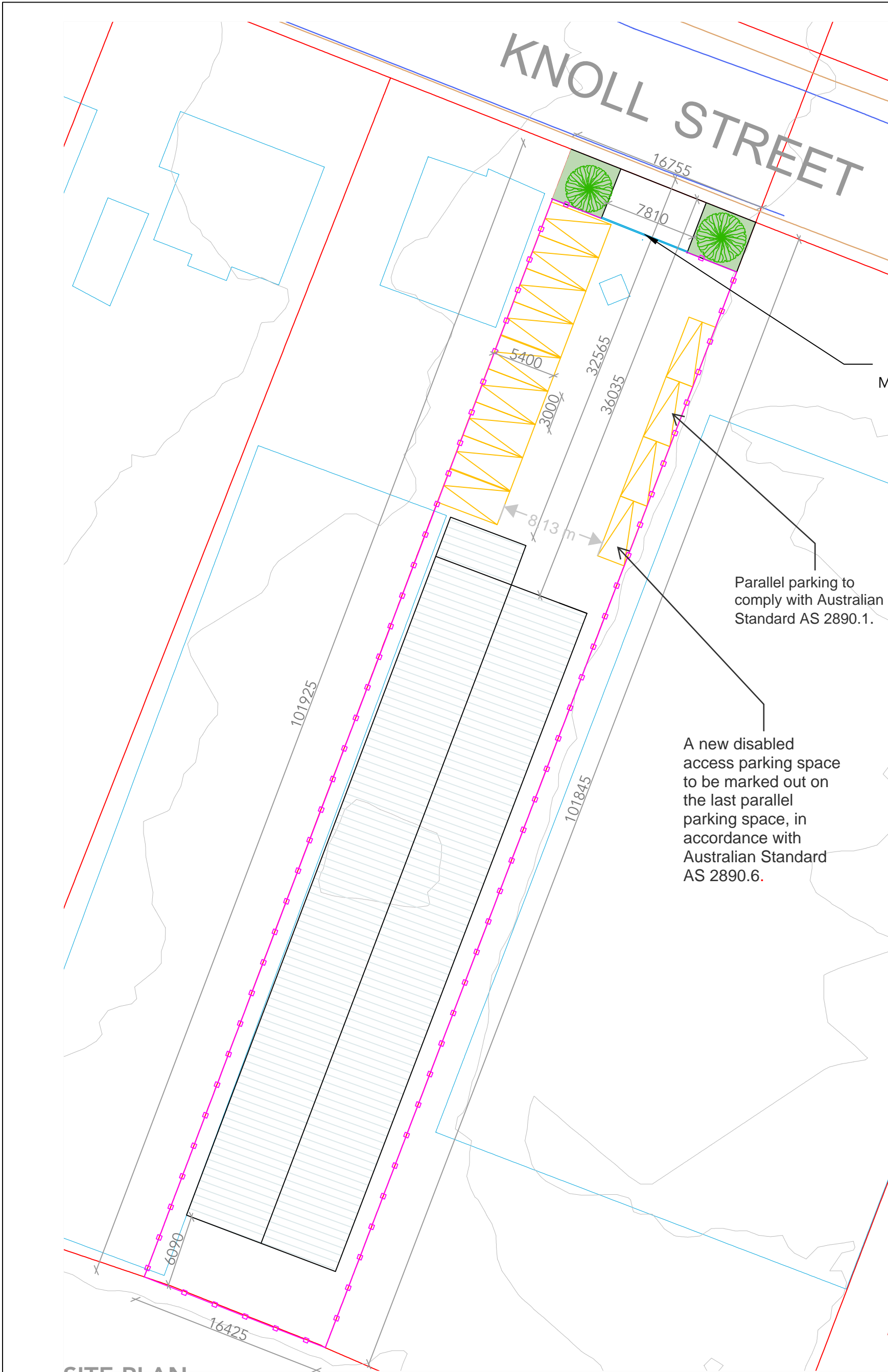
DOG CARE AND TRAINING

PROPERTY ID 5379304 | TITLE REFERENCE 19257/3

8A KNOLL STREET, GLENORCHY, TAS

DEVELOPMENT APPLICATION DRAWINGS



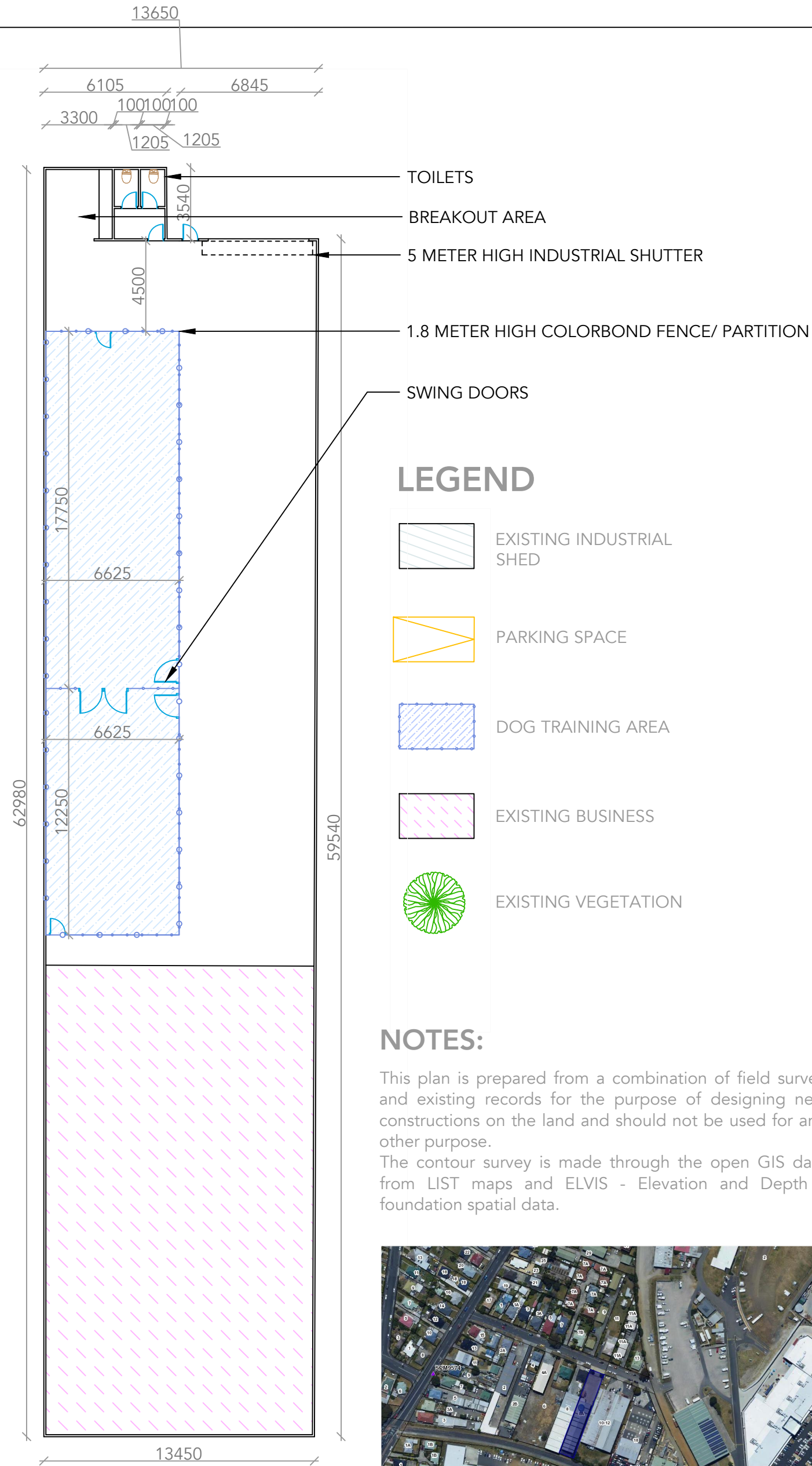


SITE PLAN
Scale - 1:300

EXISTING 7.8
METRE VEHICLE
CROSS OVER
AND GATE

Parallel parking to
comply with Australian
Standard AS 2890.1.

A new disabled
access parking space
to be marked out on
the last parallel
parking space, in
accordance with
Australian Standard
AS 2890.6.



FLOOR PLAN
Scale - 1:200

LEGEND

- EXISTING INDUSTRIAL SHED
- PARKING SPACE
- DOG TRAINING AREA
- EXISTING BUSINESS
- EXISTING VEGETATION

NOTES:

This plan is prepared from a combination of field survey and existing records for the purpose of designing new constructions on the land and should not be used for any other purpose.
The contour survey is made through the open GIS data from LIST maps and ELVIS - Elevation and Depth - foundation spatial data.



Ariel image of 8 Knoll Street, Glenorchy highlighted.

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KEY PLAN

**GLENORCHY CITY COUNCIL
PLANNING SERVICES**

APPLICATION No. : PLN-24-266

DATE RECEIVED: 1 April 2025



REVISIONS

REV.DATE	REVISION	STATUS
10.09.2024	Concept Site Plan	CHECKED
25.03.2025	RFI amendment 01	CHECKED
16.04.2025	RFI amendment 02	CHECKED

PROJECT

Dog Care and Training
Prop ID: 5379304 | Title Reference: 19257/3
8A, KNOLL STREET, GLENORCHY, TAS 7010

DRAWING TITLE

**SITE PLAN
& FLOOR PLAN**

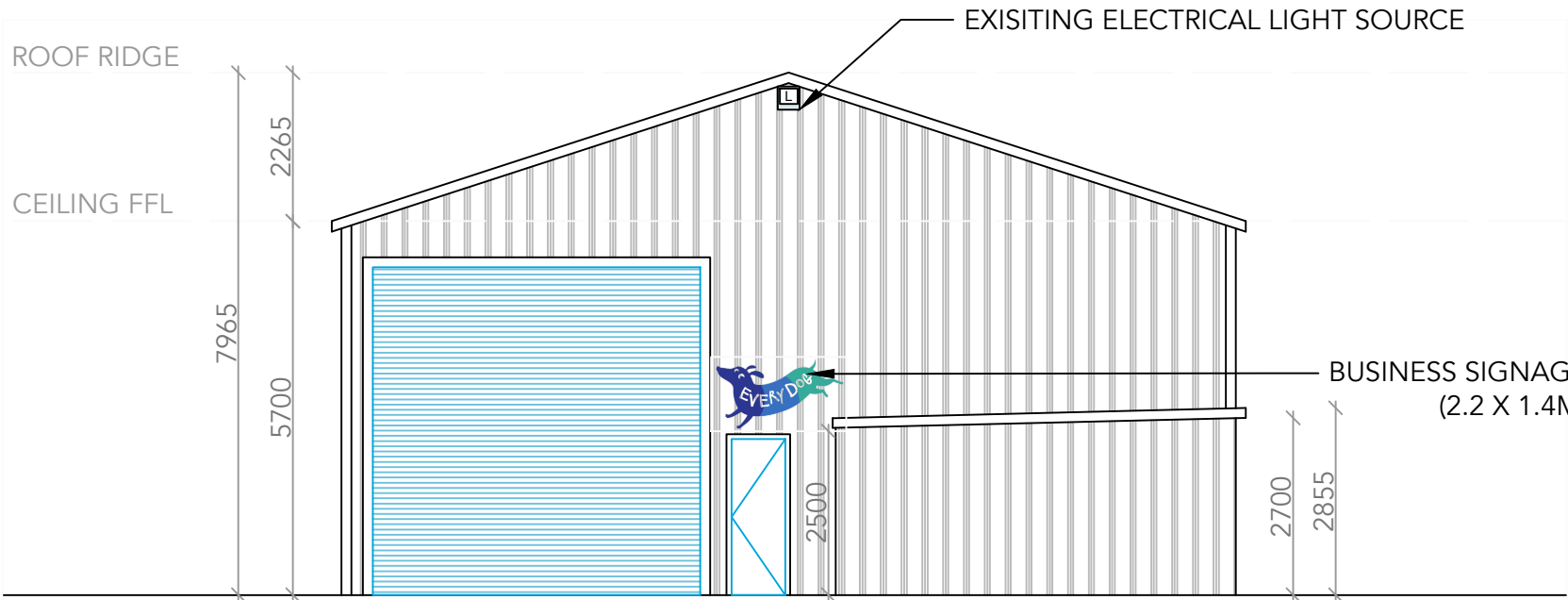
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Checked • ARR	Approved • ARR
Scale • as mentioned	Revision No • 03

Drawing No.

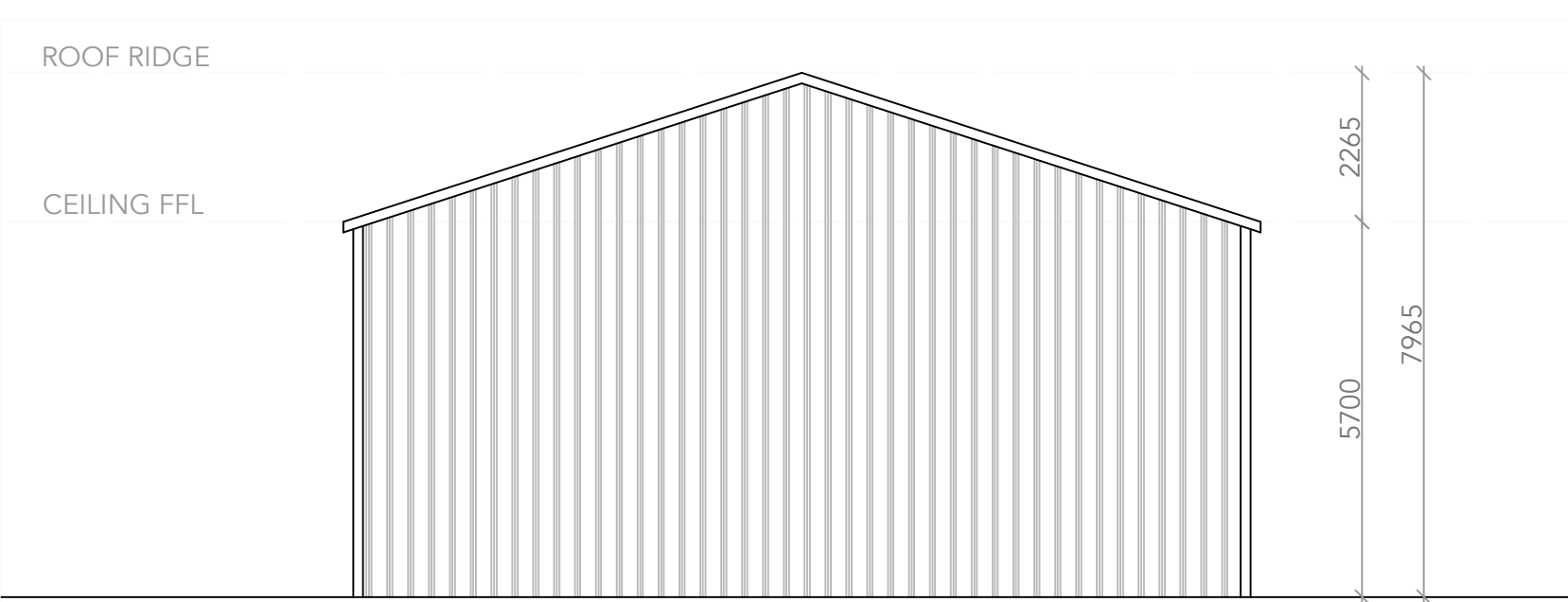
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STATUS

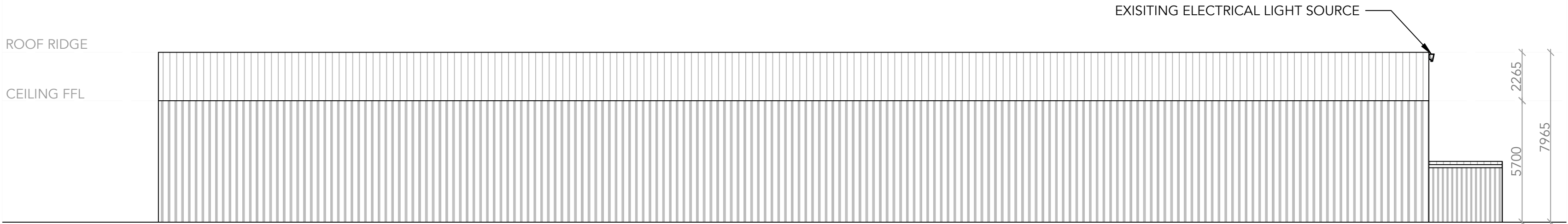
Drawings for Approval



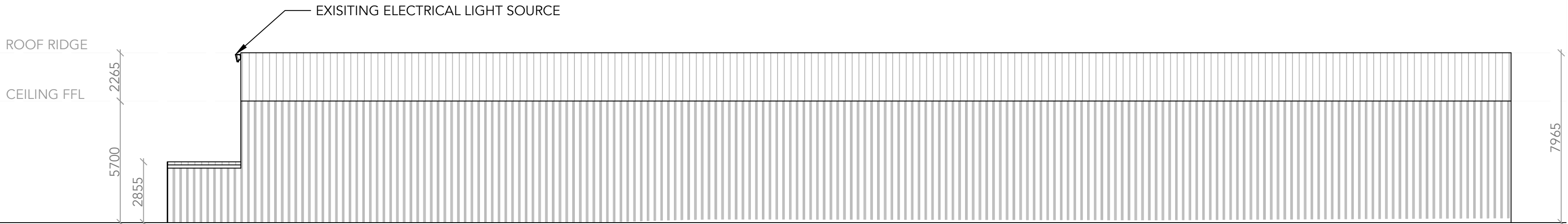
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Scale - 1:100



SOUTH WEST ELEVATION
Scale - 1:100



SOUTH EAST ELEVATION
Scale - 1:150



NORTH WEST ELEVATION
Scale - 1:150

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KEY PLAN

GLENORCHY CITY COUNCIL
PLANNING SERVICES

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DRAWING TITLE
SITE PLAN
& FLOOR PLAN

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01

STATUS
Drawings for Approval