

**GLENORCHY PLANNING AUTHORITY MEETING
AGENDA
TUESDAY, 28 JANUARY 2025**



GLENORCHY CITY COUNCIL

- * **Aldermen with an interest or concern in relation to a particular item on this Agenda, are invited to attend the meeting.**
- * **All application information is available to Aldermen for inspection upon request to the relevant Planning Officer.**

Chairperson: Alderman Sue Hickey

Hour: 2.00 p.m.

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1. PLANNING AUTHORITY DECLARATION

The Chairperson stated that the Glenorchy Planning Authority intended to act as a Planning Authority under the *Land Use Planning and Approvals Act 1993*.

2. APOLOGIES/LEAVE OF ABSENCE

3. PECUNIARY INTERESTS

4. CONFIRMATION OF MINUTES

That the minutes of the Glenorchy Planning Authority Meeting held on 4 November 2024 be confirmed.

5. REDEVELOPMENT OF HOBART SHOWGROUND - CLUBHOUSE, EXHIBITION AND FUNCTION CENTRE, OUTDOOR PERFORMANCE ARENA, OUTDOOR PERFORMANCE SPACE, THEATRE (COMMUNITY MEETING AND ENTERTAINMENT), DOMESTIC ANIMAL TRAINING (DOMESTIC ANIMAL BREEDING, BOARDING OR TRAINING), CAFE (FOOD SERVICES), MARKET (GENERAL RETAIL AND HIRE), BAR (HOTEL INDUSTRY), OUTDOOR RECREATION, SPORTS GROUND (SPORTS AND RECREATION), WAREHOUSE (STORAGE), BACKPACKERS HOSTEL, AND MOTORHOME PARK (VISITOR ACCOMMODATION) - 2 HOWARD ROAD GLENORCHY AND 1A GOODWOOD ROAD, GOODWOOD

Author: Senior Statutory Planner (Helen Ayers)
Qualified Person: Senior Statutory Planner (Helen Ayers)
Property ID: 9701811 and 7246169

REPORT SUMMARY

Application No.:	PLN-24-080
Applicant:	Ireneinc Planning
Owner:	Royal Agricultural Society of Tasmania and The Crown
Zone:	Community Purpose and Open Space
Use Class	<ul style="list-style-type: none"> - Community Meeting and Entertainment - Domestic Animal Breeding, Boarding or Training - Food Services - General Retail and Hire - Hotel Industry - Sports and Recreation - Storage - Visitor Accommodation.
Application Status:	Discretionary
Discretions:	<p>27.3.11 P1 & P4, C2.5.3 P1, C2.6.5.P1, C3.5.1 P1, C12.6.1 P1.1 & P1.2, C14.5.1 P1, C14.6.1 P1, GLE-S6.6.1 P2, GLE-S6.7.1 P1, GLE-S6.7.2 P1.2 and P2, GLE-S6.7.3 P1</p> <p>(The proposal meets all other applicable standards as demonstrated in the attached appendices)</p>
Level 2 Activity?	No
42 Days Expires:	28 January 2025
Existing Land Use:	Royal Hobart Showgrounds (Community Meeting and Entertainment)
Representations:	0
Recommendation:	Approval

REPORT IN DETAIL

PROPOSAL

Application is made for the redevelopment of the Royal Hobart Showground at 2 Howard Road, Glenorchy, with associated car parking for aspects of this redevelopment to be located on nearby land at 1a Goodwood Road, Goodwood.

The redevelopment of the site will include the construction of nine new buildings to accommodate Community Meeting and Entertainment, Domestic Animal Breeding, Boarding or Training, Food Services, General Retail and Hire, Hotel Industry, Sports and Recreation, Storage, and Visitor Accommodation uses, as well as the construction of associated necessary infrastructure and ground shaping, including a sports oval, a roadway to connect Howard Road to Elwick Road Service Road, and all broader associated infrastructure.

Associated with this redevelopment is an existing reliance upon car parking at 1a Goodwood Road, Goodwood. This is a state-owned parcel of land that has historically been used for parking for the Royal Hobart Show and for major events at the showgrounds, the MyState Bank Arena, and the Elwick Racecourse sites. No works are proposed on this site, however, there is a proposed intensification of the car parking use for major events on the site. As such the land has been included as part of the application for vehicle parking use only.

While the Hobart Show has been and will continue to be hosted at the site, it is not subject of this application as it has existing use rights and is classified as No Permit Required by the Hobart Showground Specific Area Plan. As a result, it can continue to occur without the need for a further planning permit.

The application does not seek approval for the residential development that has been subject of recent media reports. This requires an amendment of the Hobart Showgrounds Specific Area Plan and will be progressed through a separate planning scheme amendment application.

The applicant has indicated no formal intention to stage the commencement of the overall use of the site, noting that there may be some staging of building permits for the works. The applicant has indicated a desire to design the access as a final stage of development after the construction of the buildings, noting that the uses are not intended to commence until it has been completed to Council's satisfaction.

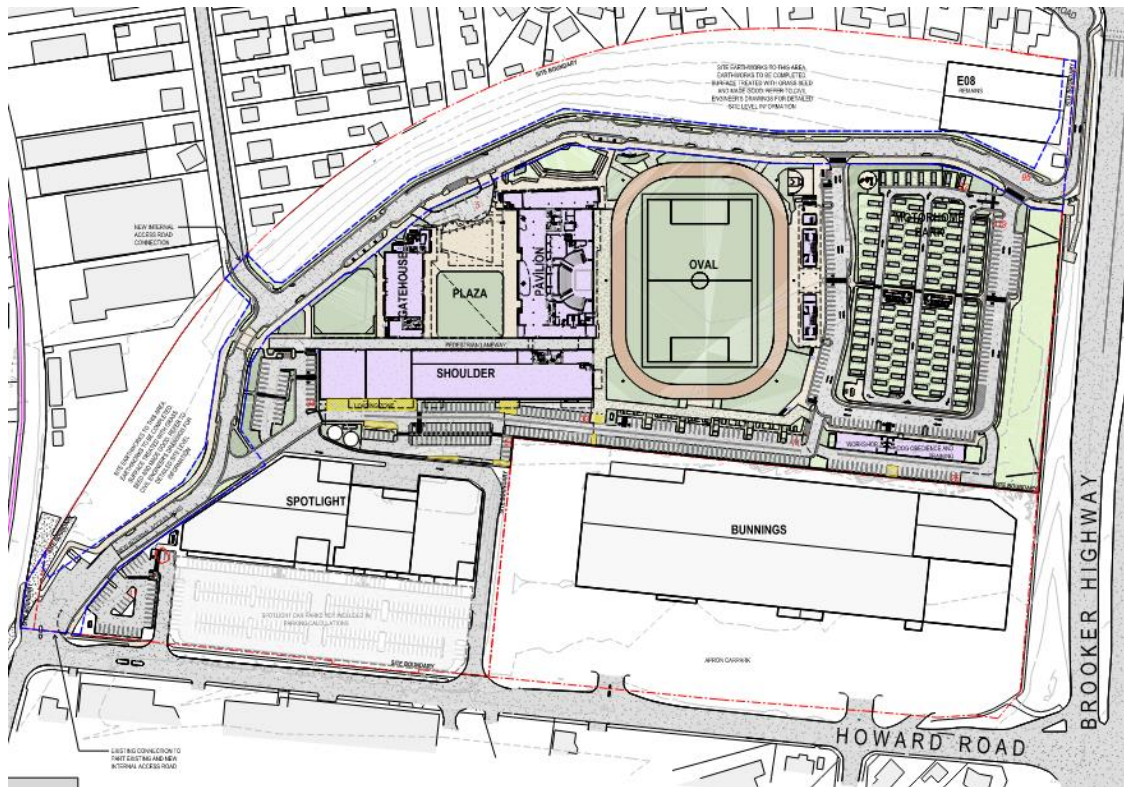


Figure 1: Site plan showing the proposed redevelopment of the showgrounds site

More specifically, there will be:

- A 92 vehicle motorhome park near the northern site boundary, adjacent to the Brooker Highway.
- Two toilet / shower amenity buildings at the centre of the motorhome park and camp kitchens at the eastern and western ends.
- A dog obedience and workshop building to the east of the motorhome park, adjacent to the boundary shared with Bunnings. This building will be used to coordinate maintenance of the site, and for dog daycare and obedience training.
- A sports oval generally in the centre of the redevelopment area.
- Two change room buildings generally in the centre of the site, and to the north of the oval.
- A 'Pavilion' building to the south of the oval, with a theatre / auditorium (including associated back of house, green room, ticketing, bathroom, and merchandising facilities), an exhibition space (which would double as a foyer for larger events in the auditorium / theatre), and a bar and restaurant. The intended use of this building is for exhibitions, live entertainment, conferences, presentations, private functions, food and wine shows, animal shows, demonstrations, markets, and administration.

- A broadcast tower is located toward the north eastern corner of the Pavilion building to provide commentary for events occurring on the oval.
- A central Plaza for outdoor events to the south of the Pavilion Building.
- A gatehouse building to the south of the Plaza with a large office space on the upper level, and bicycle end of trip facilities, an exhibition area, bathroom facilities, and a café / restaurant on the lower level. The upper level office space of this building will be dedicated to RAST administrative use, with the lower levels used for exhibitions, markets, club and community organisation meetings, performances, and an independent café / restaurant.
- A Shoulder building to the east of the Pavilion building, Plaza and Gatehouse building including two large store rooms and an exhibition space with associated bathroom facilities. This building will be used for exhibitions, and independent storage.
- An access road to the west of the proposed development, linking Howard Road to the Elwick Road link road, with a minor connection to Knoll Street. Whilst not required, this road has been designed as a public road and will be constructed as a tree lined avenue with scalloped areas for parking bays on either side.
- Car parking is proposed along the southern, eastern and western site boundaries, as well as between the oval and the campervan park and between the shoulder building and the Spotlight complex located to the south east.



Figure 2: Rendered image of the proposed Gatehouse, Pavilion and Shoulder Buildings as viewed from the south west.

The proposed hours of operation for each component of the proposed use are summarised in the below table.

USE	HOURS OF OPERATION
Exhibition Areas (Pavilion, Shoulder and Gatehouse)	6 am to 1 am, seven days a week
Function Rooms (Pavilion)	6 am to 1 am, seven days a week
Theatre & Auditorium (Pavilion)	Sunday – Thursday 7 am to 10 pm, Friday- Saturday 7 am to 11 pm
Community & Club Meeting Rooms (Gatehouse)	6 am to 1 am, seven days a week
Outdoor Areas, including the Oval	7 am to 10 pm seven days a week, excluding the following emissions sources which must operate within the following times: <ul style="list-style-type: none"> • Outdoor PA System 7 am to 6 pm, seven days a week • Outdoor Flood Lighting 7 am to 9 pm, seven days a week
Markets	7 am to 10 pm, Sundays only
Administration & Maintenance (Gatehouse, Pavilion and Workshop)	6 am to 1 am, seven days a week
Minor Events	7 am to 10 pm seven days a week, except for: Indoor minor events 7 am to 11:00 pm on Friday and Saturday.
Major Events	12 pm to 10 pm any day of the week No more than 12 event days per annum excluding the Hobart Show Event which is exempt <i>Unless varied with consent by the Chief Executive Officer</i>
Food and Beverage Uses	Indoor Seating - 6 am to 1 am, seven days a week Outdoor seating - 7am to 10pm seven days a week
Warehouse	6 am to 1 am, seven days a week
Dog Training and Obedience	8:30 am to 8 pm, Mon -Thurs 8:30 am to 5:30 pm Friday Saturday 9 am to 1 pm Sunday - closed
Visitor Accommodation	Access is available 24/7, seven days a week unless closed for events.
Commercial Vehicle Movements	6 am to 11 pm, seven days a week
Mechanical Plant, Vehicle Parking, Shared Path	24 hours, seven days a week
Mechanical Plant, Vehicle Parking, Shared Path	24 hours, seven days a week

Table 1: Proposed hours of operation for proposed uses of the site

SITE and LOCALITY

The primary site for this application, upon which all use and development (excluding some associated car parking) will occur, is known as the Hobart showgrounds at 2 Howard Road, Glenorchy and is 12.7 hectares in area. The site adjoins the Brooker Highway to the north-east, residential use and development to the west, light industrial use and development to the south-west, Howard Road to the south, the Bunnings complex to the east, and industrial land further to the south-east of the site, with a pocket of residential land further to the east. The main entrance to the development site is from Howard Road, with secondary or limited access from Knoll Street and Little Elwick Road. The intercity cycleway is in close proximity to the Howard Road access.

There is a secondary site on the corner of Goodwood Road and the Brooker Highway that is currently used for overflow car parking for the show and for major events held on the site. As the application includes an intensification of the overall use of the primary site, this secondary site is included in the overall application site.



Figure 3: An aerial view of the site and surrounds with the application site highlighted in purple (Note, several of the existing buildings at the site shown in this aerial image, have been demolished)

The site has recently had most of the show-related buildings demolished under planning permit PLN-21-543. There are a number of remaining buildings toward the north eastern part of the site which house a variety of businesses that are not connected commercially to the show event. A commercial caravan park currently operates on the site, with a total of 316 caravan sites and 27 tent sites. Two billboards are located on the site with two advertising faces, each fronting the Brooker Highway. The site currently accommodates approximately 200 parking spaces, of which 26 are line marked. The primary site also contains the Spotlight / Red Square Café / Anaconda complex, though this functions as though it were a separate title.

In recent times, the site has supported mixed uses and held various events and activities that are outside the scope of the Hobart Show event, as detailed below:

- Function centre & conferences
- Driver training and defensive driving

- Awards nights
- Sports training (school and semi- professional)
- Trade shows
- Sporting games
- Food and wine events
- Change rooms
- Venue Hire and private events
- Commercial tenancies (e.g. movie production, state government bio-security, doggy day care, boxing club etc)
- Commercial kitchens
- Caravan Park
- Rooster shows
- Live music
- Dog shows
- Emergency temporary accommodation site (tents)
- Animal judging lawn
- Christmas Carnival
- Equestrian events
- Outdoor leisure show
- Woodchopping
- Hobart Gem show
- Sheep shearing competition
- Sunday Markets
- Commentating
- Inflatable wonderland school holiday entertainment
- Community meetings
- Monster truck demonstration
- Clubhouses
- Motorcycle and dirt bike demonstrations
- Band practice

- Advertising Signage
- Workshops & Maintenance
- Administration
- Plant equipment
- Covid-19 Clinic

ZONE

The primary site is located within the Community Purpose Zone, with associated car parking located within the Open Space and Utilities Zones.

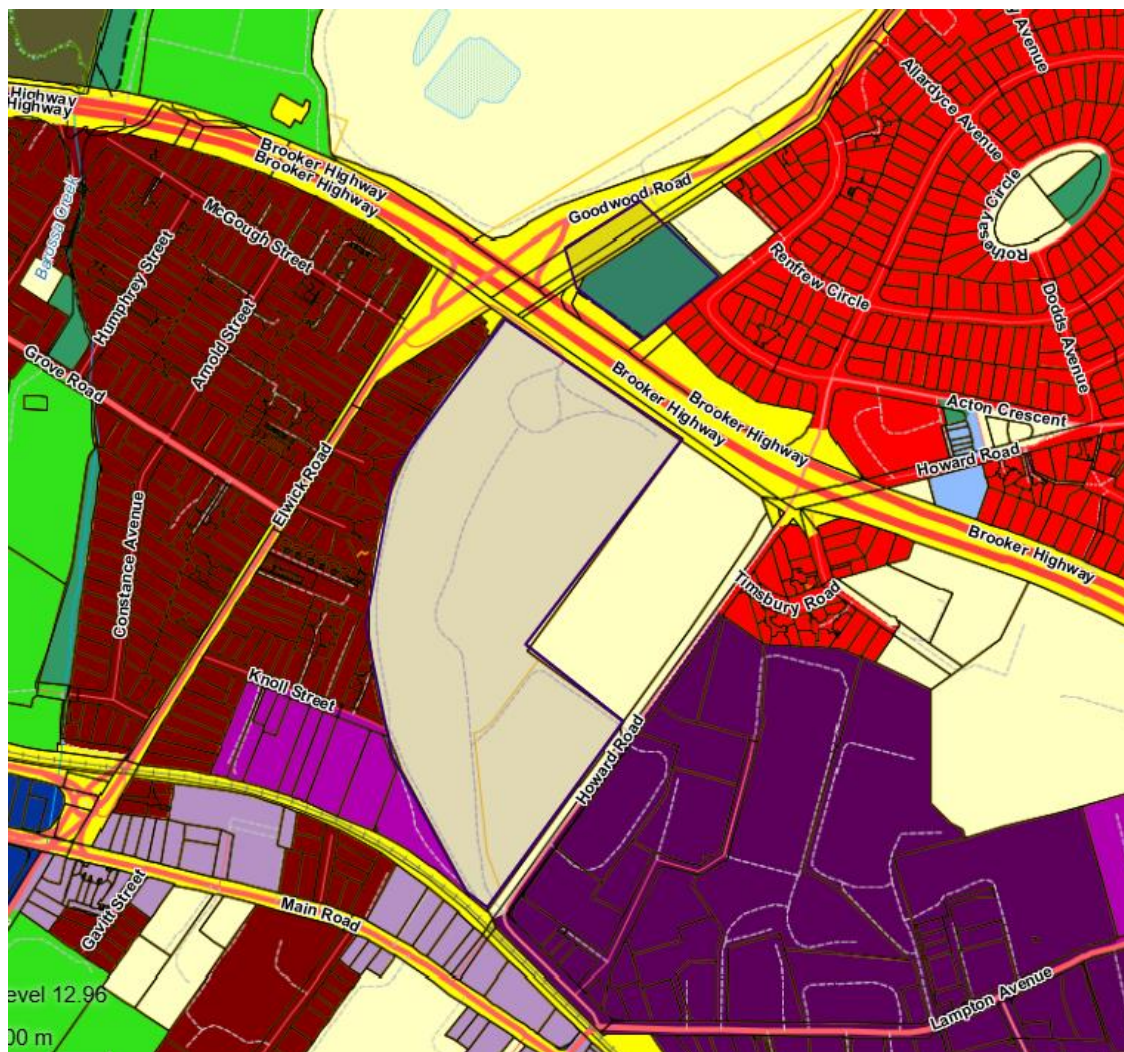


Figure 4: The zoning of the site and surrounding area.

BACKGROUND

The Royal Hobart Showgrounds was established in 1903 by the Royal Agricultural Society of Tasmania (RAST), who administer the show and other community events on the site.

The site has a long history of planning permits being issued. Listed below are some planning permits that are relevant to the current operations of the site.

- PLN-23-173 Subdivision (1 lot plus balance), approved 2 November 2023, not yet created.
- PLN-21-543 Demolition and staged redevelopment of showgrounds (Community Meeting and Entertainment, general retail and hire, sports and recreation, visitor accommodation, food services and hotel industry) - 2 Howard Road Glenorchy, approved on 11 July 2022.
- PLN-21-595 Change of use to Café (Food Services), approved on 23 December 2021.
- PLN-19-066 Change of use to training of domestic animals (dogs) (Domestic animal breeding, boarding, or training), approved on 24 April 2019.
- PLN-19-001 General Retail Complex with Two New Accesses, Associated Car Parking Spaces and Boundary Adjustment (Spotlight complex with five subsequent amendments made to this permit), approved on 16 September 2019.
- PLAM-18/01 Amendment to Hobart Show Ground Specific Area Plan - 2 & 20 Howard Road, Glenorchy, approved on 16 January 2018.
- PLN-15-196 Extension to the car parking for Bulky Goods Sales (Bunnings Warehouse), approved on 01 October 2015.
- PLN-15-194 Front fence (2.1m high), approved on 08 October 2015.
- PLN-15-148 Change of use to Miscellaneous (Hotondo Homes/Creative Homes), approved on 10 August 2015
- PLN-15-008 Alterations and additions to camping ground, approved 16 February 2015.
- PLN-14-206 Camping ground in a community use zone, approved on 06 October 2014.
- PLN-14-186 Demolition (racing track) and remediation of the Outdoor Sports complex, with relocation of signage and an unsealed service road, approved on 16 September 2014.
- PLN-15-173 Demolition of woodcutters shed, judges' box and adjacent internal fence, approved on 22 August 2014.

- PLN-14-024 Demolition; Miscellaneous Use (Bunnings Warehouse) And Associated Signage, Requiring Variations to Building Siting, Car Parking and Vehicular Access, Facade Design and Height (Signs Only), 1 Lot Subdivision Plus Balance and Road Lot for Public Utility (Road Additions and Alterations), approved on 07 April 2014.
- PLN-11-003 Demolition of Chairlift, approved on 27 January 2011.
- PLN-10-037 Extension to existing camping ground (Temporary permit) approved on 13 February 2010.
- PLN-10-035 Demolition of Ticket Booth, Kit Kat Building and Junior Wood Craft Building and New Signage, Fence and Turning Circle, approved 23 March 2010.
- PLN-08-0172 Temporary use (self-contained motor homes), approved on 28 July 2008.
- PLN-08-0106 Change of use to educational establishment to existing CWA building, approved 30 June 2008.
- PLN-07-4929 Partial change of use to warehouse (storage and packaging of books), approved on 13 December 2007.
- PLN-07-4713 Temporary Use (Camping ground for tents, caravans & motorhomes), approved 30 July 2007.
- PLN-07-4797 Relocation of market stalls, approved 18 January 2008 via appeal.

In addition to the above permits, and the current application for the redevelopment of the site, application PLN-24-294 for a battery storage unit is currently under assessment for a portion of the site adjacent to the Brooker Highway, near the proposed campervan park.

The current redevelopment application is similar to the previously approved application, PLN-21-543, for the redevelopment of the site. However, as the demolition has been carried out under that permit, and there are changes to the overall design that could not be considered minor, this new application was required.

Further to this, there is currently a combined planning scheme amendment and planning application request to rezone the site to an Urban Mixed Use Zone, amend the current Hobart Showground Specific Area Plan, and a subdivision of site to 8 lots and balance (Planning Scheme Amendment PLAM-22/07) that is being reviewed by Council officers. Broadly speaking, this amendment seeks to facilitate higher density residential development along the western site boundary, along with subdivision of the potentially residential land from the showground proper. If this amendment request is successful, the road which is currently proposed as an internal road is intended to become a public road, which would be anticipated to be taken over by Council. The standards of construction that is required for the construction of a public road are far greater than that required for a private road due to the ongoing maintenance cost and anticipated usage of a public road compared with a private road. As such, the planning scheme and the Australian Standards treat these two road types very differently in terms of the width of the road reservation required, the dimension of footpaths and aisle widths, the infrastructure (stormwater, power, NBN, Gas, etc) design and installation, the standard of construction of the substrate and surface finish, and the inspections of the works throughout the construction.

Unfortunately, this difference means that it is not possible to condition the standard of the road construction, or the inspections of works along the way for the proposed road to facilitate it becoming a public road in the future as part of this application as it is currently only possible to consider the road as a private / internal road.

Notwithstanding this, as we know the future intention of the applicant there has been significant negotiation to ensure that the width of the road and footpaths, and the means of construction will be to a standard that Council can consider taking over in the future without the developer needing to completely rebuild it to support the outcomes that the planning scheme amendment request is trying to achieve. The process of the road being constructed to a standard that Council could take over in the future would be achieved outside of the planning process through a Deed of Agreement between Council and the developer, which clearly outlines the standard of construction, along with all necessary inspections to ensure that the road will meet the necessary standards.

Despite having discussed this throughout the process, it is considered appropriate to include advice in the planning permit that this deed will be necessary to implement and adhere to in order for Council to be able to consider taking ownership of the road in the future without significant additional works for the applicant as part of their future proposal.

ASSESSMENT

STATE POLICIES, OBJECTIVES of LUPAA

There are no inconsistencies with any other State Policies or with the objectives of the *Land Use Planning and Approvals Act 1993* (LUPAA).

A condition is recommended requiring appropriate soil and water management to prevent erosion and the transport of sediments into surface waters, consistent with the State Policy on Water Quality Management.

TASMANIAN PLANNING SCHEME - GLENORCHY 2021

State Planning Provisions (SPP)

Administration

Exemptions (Tables 4.1 – 4.6)

4.5.2 Roof mounted solar energy installations

These are exempt unless the Local Historic Heritage Code applies and requires a permit for the use or development.

Roof mounted solar panels are proposed for the pavilion. The solar panels are exempt from assessment.

4.6.4 Fences not within 4.5m of a frontage

This exemption allows for boundary fences not within 4.5m of a frontage to be 2.1m in height. Any such fence more than 2.1m in height is not exempt from assessment.

4.6.9 Land filling

Land filling to a depth of not more than 1m above existing ground level from that existing at the effective date, unless the:

- (a) Natural Assets Code;
- (b) Coastal Erosion Hazard Code;
- (c) Coastal Inundation Hazard Code;
- (d) Flood-Prone Areas Hazard Code; or
- (e) Landslip Hazard Code,

applies and requires a permit for the use or development.

Some cut and fill is proposed on the site, but earthworks are only to the extent of leveling the site for floor levels, road grades, the arena, associated landscaped areas and the like, not exceeding 1m depth and are therefore exempt.

4.6.10 Antennas, masts, flagpoles, and satellite dishes

If for:

- (a) minor communications infrastructure exempt under clause 4.2.6; or
- (b) all other antennas, masts, flagpoles and satellite dishes, unless :
 - (i) the Electricity Transmission Infrastructure Protection Code, Local Historic Heritage Code, or Safeguarding of Airports Code applies and requires a permit for the use or development; or
 - (ii) for facilities as defined under the Telecommunications Code.

Any minor communications infrastructure, antennas, masts, flagpoles and satellite dishes are exempt from assessment in this application.

Planning Scheme Operation (Does a General Provision, SAP or Code override Zone provisions?)

The site is zoned Community Purpose and is overlaid with GLE-S6.0 Hobart Showground Specific Area Plan (SAP). The SAP provisions are in addition to and in substitution of the Community Purpose Zone, and override zone and code provisions as specified. Any code provision would override a zone provision if there is a conflict.

Use Class Description (Table 6.2):

The proposed use classes are Community Meeting and Entertainment, Domestic Animal Breeding, Boarding or Training, Food Services, General Retail and Hire, Hotel Industry, Sports and Recreation, Storage, and Visitor Accommodation. Each use class includes various individual uses, as well as uses that are directly associated with and a subservient part of those individual uses within each use class.

The proposed use classes are described below, and the proposed individual uses within those use classes are also specified, along with any uses (activities) that are directly associated with and a subservient part of those individual uses.

Community Meeting and Entertainment - use of land for social, religious and cultural activities, entertainment and meetings. Examples include an art and craft centre, place of worship, cinema, civic centre, function centre, library, museum, public art gallery, public hall and theatre, community centre and neighbourhood centre.

The proposed individual use within this overarching use class is primarily a function centre, which can be more accurately described as an exhibition centre. The exhibition centre as proposed is an offering of one or more areas in up to three large buildings. Proposed activities that are to be directly associated with and a subservient part of this use are conference centre; awards nights; trade shows; food and wine shows and events; venue hire and private events; animal shows and competitions; live music events; annual events; specialised demonstrations; commercial kitchen; administration; workshops and maintenance areas; plant and equipment; and amenities.

The Hobart show event is categorised in this use class, but is not subject of this application as it has existing use rights and is classified as No Permit Required by the Hobart Showground Specific Area Plan.

Clubhouse is another individual use proposed within the Community Meeting and Entertainment use class. Activities such as the club, community group, and community meetings and are taken to be directly associated with and a subservient part of this use.

Domestic Animal Breeding, Boarding or Training - use of land for breeding, boarding or training domestic animals. Examples include an animal pound, cattery and kennel.

The individual use within this use class is the dog daycare and training facility.

Food Services - use of land for selling food or drink, which may be prepared on the premises, for consumption on or off the premises. Examples include a cafe, restaurant and take away food premises.

Hospitality tenancies for café / restaurant and, restaurant /bar are the proposed uses within this use class.

General Retail and Hire - use of land for selling goods or services or hiring goods. Examples include amusement parlour, beauty salon, betting agency, bottle shop, cellar door sales, commercial art gallery, department store, hairdresser, market, primary produce sales, local shop, shop, shop front dry cleaner and supermarket.

The individual use within this use class is Market.

Hotel Industry - use of land to sell liquor for consumption on or off the premises. If the land is so used, the use may include accommodation, food for consumption on the premises, entertainment, dancing, amusement machines and gambling. Examples include a hotel, bar, nightclub, adult entertainment venue and tavern.

A 'Restaurant / Bar' with associated kitchen is proposed and fits within this use class.

Sports And Recreation - use of land for organised or competitive recreation or sporting purposes including associated clubrooms. Examples include a bowling alley, fitness centre, firing range, golf course or driving range, gymnasium, outdoor recreation facility, children's play centre, swimming pool, racecourse, sports ground, and major sporting facility.

The individual use proposed within this use class is outdoor recreation facility, for sporting games and training on the oval, and the use of associated change rooms and commentating facilities.

Storage – use of land for storage or wholesale of goods, and may incorporate distribution. Examples include boat and caravan storage, self storage, contractors yard, freezing and cool storage, liquid fuel depot, solid fuel depot, vehicle storage, warehouse and woodyard.

The individual use in this use class is the storage (warehouse) facility within the shoulder building.

Visitor Accommodation - use of land for providing short or medium-term accommodation for persons away from their normal place of residence on a commercial basis or otherwise available to the general public at no cost. Examples include a backpacker's hostel, camping and caravan park, holiday cabin, motel, overnight camping area, residential hotel, and serviced apartment complex.

The individual use proposed within this use class is backpacker's hostel, and caravan park, shown on the plans as 'motorhome park'.

Other relevant definitions (Clause 3.0):

Building height means the vertical distance from existing ground level at any point to the uppermost part of a building directly above that point, excluding protrusions such as aerials, antennae, solar panels, chimneys and vents.

Camping and caravan park means use of land to allow accommodation in caravans, cabins, motor homes, tents or the like and includes amenities provided for residents and persons away from their normal place of residence.

Land filling means any change to the existing ground level of land by placement of any fill material, excluding refuse disposal, whether sourced from the land or elsewhere.

Landscaping treatment means an area of a site containing plants, placed to enhance the streetscape and be complementary to the scale of development on the site, including car parking, storage and buildings.

Public stormwater system means as defined in the *Urban Drainage Act 2013*.

Streetscape means the visual quality of a street depicted by road width, street planting, characteristics and features, public utilities constructed within the road reserve, the setback of buildings and structures from the property boundaries, the quality, scale, bulk and design of buildings and structures fronting the road reserve. For the purposes of determining streetscape for a particular site, the above matters are relevant when viewed from either side of the same street within 100m of each side boundary of the site, unless for a local heritage precinct or local historic landscape precinct listed in the relevant Local Provisions Schedule, where the extent of the streetscape may be determined by the relevant precinct provisions.

Road authority means for State highways or subsidiary roads, within the meaning of the *Roads and Jetties Act 1935*, and bridges declared under section 23 of the *Local Government (Highways) Act 1982*, the Minister administering those Acts and in relation to all other roads, the council having the control of such roads pursuant to the *Local Government (Highways) Act 1982*.

General Provisions

The following General Provisions of the Scheme apply to this proposal:

7.10 Development not Required to be Categorised into a Use Class

This General Provision enables the discretionary consideration of development, such as signage, land filling and retaining walls that do not need to be categorised into a use class. Such development must only be approved if there is no unreasonable detrimental impact on adjoining uses or the amenity of the surrounding area; and in exercising its discretion the Planning Authority must have regard to:

- (a) the purpose of the applicable zone;
- (b) the purpose of any applicable code;
- (c) any relevant local area objectives; and
- (d) the purpose of any applicable specific area plan.

No signage that would require assessment under the planning scheme is proposed. The proposal involves earthworks to reshape the site, where cut and fill at various depths will occur.

These earthworks do not cause or contribute to an unreasonable detrimental impact on the amenity of the surrounding area. In addition, it is taken to further the purpose of the Community Purpose zone, and the purpose of GLE-S6.0 Hobart Showground Specific Area Plan and its Local Area Objectives, by enhancing the functionality and design of the Hobart Showground as a major event facility.

No codes are applicable to the assessment of the ground level alterations.

Zones

The broader application site is within the Community Purpose Zone, the Open Space zone, and the Utilities Zone. The portion of the application site on which all works and use are to occur is within the Community Purpose Zone. The following zone purpose statements, use table, use standards and/or development standards apply to this proposal:

Zone Purpose Statements

The purpose of the Community Purpose Zone is:

- 27.1.1 To provide for key community facilities and services including health, educational, government, cultural and social facilities.
- 27.1.2 To encourage multi-purpose, flexible and adaptable social infrastructure.

Use Table

The use table for the Community Purpose zone is replaced by the Show Grounds Specific Area Plan. The status of the proposed uses within this are as follows:

- Community Meeting and Entertainment (Function Centre) – Permitted
- Community Meeting and Entertainment (Community Group and Other Community Meetings) – Permitted
- General Retail and Hire (Markets) – Permitted
- Sport and Recreation (Outdoor Recreation Facility) – Permitted
- Visitor Accommodation (Hostel and Caravan Park) – Discretionary
- Food Services (Café and Restaurant) - Discretionary
- Hotel Industry (Bar) - Discretionary

It is noted that Community Meeting and Entertainment if for the purpose of the Hobart Show Event has 'no permit required' (NPR) status in the SAP use table. The Hobart Show event arguably has existing use rights. Nevertheless, the Hobart show event will remain NPR if it complies with each applicable standard and does not rely on any Performance Criteria to do so and is not Discretionary under any other provision of this planning scheme.

There is no proposed change to the vehicle parking use of the Utilities or Open Space zoned portions of the application site.

An assessment of the proposal against the relevant zone, SAP, and code standards is included in the Appendix at the end of this report. Areas of discretion, where the proposal must demonstrate compliance with the performance criteria, are discussed in detail below

Use Standards

The SAP provisions are in addition to and do not override this zone use standard, and are discussed later in this report.

The objective of the standard at 27.3.1 is that non-residential use does not cause an unreasonable loss of amenity to residential zones.

27.3.1 Non-residential use P1

The acceptable solution at clause 27.3 A1 requires non-residential uses within 50m of a residential zone to only operate between 8am and 8pm Monday to Friday, 9am to 6pm Saturday, and 10am to 5pm Sunday and public holidays. The application proposes operation of the site outside these hours, within 50m of a residential zone and as such relies on the performance criteria, which states that:

Hours of operation of a use, excluding Emergency Services, Hospital Services, Natural and Cultural Values Management, Passive Recreation or Utilities, within 50m of a General Residential Zone, Inner Residential Zone or Low Density Residential Zone, must not cause an unreasonable loss of amenity to an adjacent residential use having regard to:

- (a) the timing, duration or extent of vehicle movements; and*
- (b) noise, lighting or other emissions.*

Whilst the internal access road, and associated 'roadside' car parking is, in part, within 50m of a residential zone, the use of this is typically restricted to private, non-commercial vehicles between the hours of 11pm and 6 am.

The site is close the Brooker Highway, which experiences large numbers of vehicles throughout the day and night. As such, there would be expected to be some background traffic noise for nearby sites. As such, additional vehicle movements at the application site would not be out of character with the noise experienced in the area already, noting that commercial vehicle movements are considered separately below.

As such, it is considered that the timing, duration and extent of vehicle movements is not unreasonable.

Similar to the background vehicle noise from the Brooker Highway, there is also significant light pollution already in the surrounding area resulting from the Highway, the Elwick Racecourse, the MyState Bank Arena, and the lighting of the public road network. As such when considering what constitutes an unreasonable impact on the surrounding residential amenity, the existing impacts must be taken into consideration, along with the proposed additional impacts.

The extent of the proposal that is within 50m of the residential zone is the internal access road (and associate car parking) and a small portion of the Gatehouse building. As such, whilst there are other potentially obtrusive lighting producers on the site (such as the floodlighting of the oval, which meets the acceptable solution at clause 27.3.1 A3), these are considered to be acceptable impacts in accordance with Scheme provisions.

Given this, the minimal increase in impacts of lighting from the discretionary portion of the proposal over the permitted and existing light impacts, is not considered unreasonable.

Noise impacts from the proposed use are to be considered in much the same way as traffic and light. Given the location of the site, along with the permitted aspects of the use, the additional noise impacts are not considered unreasonable.

Further to this assessment, the application includes an obtrusive lighting analysis and a noise impact assessment which considers the potential impacts of the proposed redevelopment on the nearby residential zoned land. These reports are provided at Attachment C.

Council's Environmental Health Officer has reviewed the reports, and generally supports their findings that the use is acceptable for the site, subject to conditions.

As such, it is considered that any potential noise, lighting and other emissions from the site are not unreasonable.

27.3.1 Non-residential use P4

The acceptable solution at clause 27.3.1 A4 requires commercial vehicle movements within 50m of a residential zone to occur between 7am and 6pm Monday to Friday, and 9am and 5pm other days. The application proposes commercial vehicle movements between 6am and 11pm seven days a week and as such relies on the performance criteria, which states that:

Commercial vehicle movements and the unloading and loading of commercial vehicles for a use, excluding Emergency Services or Hospital Services, within 50m of a General Residential Zone, Inner Residential Zone or Low Density Residential Zone, must not cause an unreasonable loss of amenity to the residential zone having regard to:

- (a) the time and duration of commercial vehicle movements;*
- (b) the number and frequency of commercial vehicle movements;*
- (c) the size of commercial vehicles involved;*
- (d) manoeuvring by the commercial vehicles, including the amount of reversing and associated warning noise;*
- (e) any noise mitigation measures between the vehicle movement areas and the residential zone; and*
- (f) the existing levels of amenity.*

Whilst the vehicle pathway for commercial vehicles is, in part, within 50m of a residential zone, the vehicle pathway for commercial vehicles is a one-way system, meaning that there should be no reversing beepers in this space. Further to this, the loading and unloading areas are more than 50m from the residential zoned land.

The site is close the Brooker Highway, which experiences large numbers of vehicles throughout the day and night. As such, there would be expected to be some background traffic noise for nearby sites. Additional vehicle movements at the application site would not be out of character with the noise experienced in the area already. Notwithstanding this, the applicant has proposed to limit the hours for commercial vehicles such that there are none between 11pm and 6am, and this is recommended to be a condition of the permit. Further to this, it is not anticipated that there will be overly frequent vehicle movements, or large numbers of commercial vehicles in a single incident, operating late into the evening due to the nature of the uses proposed for the site.

As such, it is considered that the timing, duration and extent of commercial vehicle movements is not unreasonable.

Development Standards for Non-dwelling

The development standards of the Community Purpose Zone are replaced by the Show Grounds Specific Area Plan and are discussed later in this report.

Development Standards for Buildings or Works

There are no applicable standards in the Community Purpose Zone because the SAP provisions are either in substitution for the zone development standards or the standards do not deal with a matter that could affect, or could be affected by the proposal. Discretions with the SAP provisions are discussed later in this report.

There are no applicable standards in the Utilities or Open Space Zones as no works are proposed on this portion of the application site.

Codes

The following codes of the Scheme apply to this proposal:

C2.0 Parking and Sustainable Transport Code

Council's Development Engineer and Council's Transport Engineer have assessed the proposal against the applicable standards of this code and found that it meets all acceptable solutions aside from Clauses C2.5.3 A1 and C2.6.5 A1.1.

C2.5.3 Motorcycle parking numbers P1

The acceptable solution at Cause C2.5.3 A1 requires 51 motorcycle parking spaces for the use and development of the site. However, only 16 spaces are proposed. Accordingly, the application relies on the performance criteria, which states that:

Motorcycle parking spaces for all uses must be provided to meet the reasonable needs of the use, having regard to:

- (a) the nature of the proposed use and development;*
- (b) the topography of the site;*

- (c) *the location of existing buildings on the site;*
- (d) *any constraints imposed by existing development; and*
- (e) *the availability and accessibility of motorcycle parking spaces on the street or in the surrounding area.*

Council's Development Engineer has reviewed the plans and the Transport Impact Assessment (TIA) provided with the application and advise that:

Regarding motorcycle parking, the scheme requires 51 spaces, but only 16 are proposed. The TIA addresses this shortfall, noting that actual demand is lower than expected and that surplus regular parking spaces can be used. Additionally, of the 16 motorcycle spaces proposed, 8 are located along the internal accessway and are expected to be readily accessible to users due to their proximity to the site. The TIA concludes that, based on these factors, the Performance Criteria have been met.

C2.6.5 Pedestrian access P1

The acceptable solution at clause C2.6.5 A1.1 requires a 1m separated footpath, bollards or the like, or 2.5m between the footpath and any parking aisle. This has not consistently been provided throughout the site. Accordingly, the application relies on the performance criteria, which states that:

Safe and convenient pedestrian access must be provided within parking areas, having regard to:

- (a) *the characteristics of the site;*
- (b) *the nature of the use;*
- (c) *the number of parking spaces;*
- (d) *the frequency of vehicle movements;*
- (e) *the needs of persons with a disability;*
- (f) *the location and number of footpath crossings;*
- (g) *vehicle and pedestrian traffic safety;*
- (h) *the location of any access ways or parking aisles; and*
- (i) *any protective devices proposed for pedestrian safety.*

Council's Development Engineer has reviewed the plans and the Transport Impact Assessment provided with the application and advise that:

Pedestrian access with a minimum width of 1 meter, separated by a horizontal distance of 2.5 meters or by protective devices, is required to connect various areas throughout the site. The proposed pedestrian paths, ranging in width from 1.5 meters to 5.8 meters, comply with this requirement. However, within the car parking area adjacent to the shoulder building, the paths lack physical separation or protective devices. To address this, the TIA recommends line marking and removable bollards are proposed as separation measures. While this does not fully comply with the acceptable solution, it is considered acceptable and satisfies the performance criteria.

Conditions to address these requirements are recommended.

C3.0 Road and Railway Assets Code

Council's Development Engineer and Council's Transport Engineer have assessed the proposal against the applicable standards of this code and found that it meets all acceptable solutions aside from Clause C3.5.1 A1.4.

C3.5.1 Use Standards P1

The acceptable solution at clause C3.5.1 A1.4 requires that vehicle movements do not increase by more than 20% of the existing levels at vehicle crossings to roads. The vehicle movements are reported in the Transport Impact Assessment as exceeding this tolerance. Accordingly, the application relies on the performance criteria, which states that:

Vehicular traffic to and from the site must minimise any adverse effects on the safety of a junction, vehicle crossing or level crossing or safety or efficiency of the road or rail network, having regard to:

- (a) any increase in traffic caused by the use;*
- (b) the nature of the traffic generated by the use;*
- (c) the nature of the road;*
- (d) the speed limit and traffic flow of the road;*
- (e) any alternative access to a road;*
- (f) the need for the use;*
- (g) any traffic impact assessment; and*
- (h) any advice received from the rail or road authority.*

Council's Traffic Engineer has reviewed the plans and the Transport Impact Assessment provided with the application and advise that:

The development does not meet the acceptable solution for increase in traffic at the exiting vehicle crossings at Howard Road, Elwick Road service road and Knoll Street under C3.5.1 A1.4. Therefore, the TIA assesses the performance criteria P1 and makes recommendations to minimise any adverse effects on the safety and efficiency of the road network.

It is considered that the performance criteria can be met and it is recommended that the TIA recommendations be included as conditions on the permit as required.

C12.0 Flood-Prone Areas Hazard Code

Council's Development Engineer and Council's Hydraulics Engineer have assessed the proposal against the applicable standards of this code and found that it meets all acceptable solutions aside from Clause C12.6.1 A1.

C12.6.1 Buildings and works within a flood-prone hazard area P1.1 and P1.2

There is no acceptable solution for clause C12.6.1 A1, and as such the proposed works must satisfy clause C12.6.1 P1.1 and P1.2, which state that:

P1.1 - Buildings and works within a flood-prone hazard area must achieve and maintain a tolerable risk from a flood, having regard to:

- (a) the type, form, scale and intended duration of the development;*
- (b) whether any increase in the level of risk from flood requires any specific hazard reduction or protection measures;*
- (c) any advice from a State authority, regulated entity or a council; and*
- (d) the advice contained in a flood hazard report.*

P1.2 - A flood hazard report also demonstrates that the building and works:

- (a) do not cause or contribute to flood on the site, on adjacent land or public infrastructure; and*
- (b) can achieve and maintain a tolerable risk from a 1% annual exceedance probability flood event for the intended life of the use without requiring any flood protection measures.*

Council's Engineers have reviewed the plans and the Stormwater Report provided with the application and advise that:

The site is subject to the flood hazard overlay and the overland flow path. However, due to the nature of the ponding, its lack of connection to the overland flow path, and its classification as a low hazard level, a Flood Hazard Report is not required. The submitted plans are considered sufficient to demonstrate that the development can satisfy the Performance Criteria P1.1 and P1.2 under C12.6.1. Furthermore, the proposal is not expected to increase the risk to the development itself or to nearby properties.

Therefore, it is concluded that the development complies with Performance Criteria P1.1 and P1.2 of C12.6.1.

C14.0 Potentially Contaminated Land Code

Council's Environmental Health Officer has assessed the proposal against the applicable standards of this code and found that it meets all acceptable solutions aside from Clauses C14.5.1 A1 and C14.6.1 A1.

C14.5.1 Suitability for intended use P1

The acceptable solution at clause C14.5.1 A1 requires certification from a person approved by the Director that the land is suitable for the intended use. No such certification has been provided. As such, the proposal must be assessed against the performance criteria, which states that:

For a sensitive use, or a specified use listed in Table C14.1, the land is suitable for the intended use, having regard to:

- (a) an environmental site assessment that demonstrates there is no evidence the land is contaminated;*
- (b) an environmental site assessment that demonstrates that the level of contamination does not present a risk to human health or the environment; or*
- (c) an environmental site assessment that includes a plan, to manage contamination and associated risk to human health or the environment that includes:
 - (i) any specific remediation and protection measures required to be implemented before any use commences; and*
 - (ii) a statement that the land will be suitable for the intended use.**

The assessment for this standard is set out below.

C14.6.1 Excavation works, excluding land subject to the Macquarie Point Development Corporation Act 2012 P1

The acceptable solution at clause C14.6.1 A1 requires no more than 250m³ of site disturbance on a potentially contaminated site. The proposed development exceeds this tolerance. Accordingly, the application relies on the performance criteria, which states that:

Excavation, excluding on land subject to the Macquarie Point Development Corporation Act 2012, must not have an adverse impact on human health or the environment, having regard to:

- (a) an environmental site assessment that demonstrates there is no evidence the land is contaminated;*

- (b) *an environmental site assessment that demonstrates that the level of contamination does not present a risk to human health or the environment; or*
- (c) *an environmental site assessment, including a plan to manage contamination and associated risk to human health and the environment, that includes:*
 - (i) *any specific remediation and protection measures required to be implemented before excavation commences; and*
 - (ii) *a statement that the excavation does not adversely impact on human health or the environment.*

Council's Environmental Health Officer has reviewed the plans and the Environmental Site Assessment provided with the application and has advised, in respect to both C14.5.1 and C14.6.1, that:

It is concluded that there were no human health guideline exceedances in the soil samples tested; if the soil is disturbed a Soil and Water Management Plan should be developed and implemented; and that soil across part of the development site is classified as Level 2 Material and should be handled and disposed of in accordance with IB105.

It is recommended that a condition requiring this be included in the permit.

As such, the proposal is considered to satisfy the above two performance criteria.

Glenorchy Local Provisions Schedule (GLPS)

Specific Area Plans

The following specific area plan of the Scheme applies to this proposal:

GLE-S6.0 Hobart Showground Specific Area Plan

GLE-S6.1 Plan Purpose

GLE-S6.1.1 To enhance the functionality and design of the Hobart Showground as a major event facility and give effect to the Hobart Showground Master Plan.

GLE-S6.3 Local Area Objectives

GLE-S6.3.1 The local area objectives for the Hobart Showground are to:

- (a) *recognise the site's current role as a major event facility for the Hobart Show and for other community events that serve the City of Glenorchy;*
- (b) *encourage the flexible use of the site by allowing additional use and development provided it does not compromise the operation of the Hobart Show or other community events, while protecting residential amenity in the local area;*

- (c) create opportunity for additional development and site enhancement to support the Hobart Show event provided it does not compromise or distort the operation of Glenorchy's activity centres; and*
- (d) encourage wider community use of the site through the provision of pedestrian and cycle links.*

GLE-S6.6 Use Standards

GLE-S6.6.1 Discretionary uses P2

There is no acceptable solution, and the proposal relies on the performance criteria, which states that:

The use must not have an unreasonable impact on the amenity or operation of other uses on the site, or the amenity of adjacent residential zones, having regard to:

- (a) the appearance of the buildings and any outdoor areas;*
- (b) the emissions of noise, smoke, odour, dust or illumination*
- (c) traffic generation and parking location; and*
- (d) the local area objectives at Clause GLE-S6.3.1.*

The discretionary uses proposed are Food Services, Hotel Industry and Visitor Accommodation.

The proposed Food Services are to operate both independently and in support of the Show event, as well as other events/activities on the site. The Food Services uses are to be accommodated within the proposed gatehouse and pavilion and are not stand-alone buildings. These uses are predominately sited within the eastern portion of the buildings and are not in close proximity to the nearby residential uses. The proposed Food Services facilitate the flexible use of the site to complement the Show and other events. For those reasons these uses are not taken to compromise or distort the operation of Glenorchy's activity centres, where such uses are mainly located.

Hotel Industry (Restaurant / Bar) is to be used as a part of the function centre as well to serve public patrons outside of its use as a function centre. The outdoor areas have hours of operation to mitigate the impact on any nearby sensitive uses, and these hours are generally 7am to 10pm during normal operation.

Traffic generation of these uses has been examined by Council's Traffic Engineer and were found to be functional, safe, and reasonable in number for the intended use of the site.

The Visitor Accommodation is proposed in the form of the motorhome park and the hostel. The proposed motorhome park is to be in the north-eastern part of the site, adjacent to the Brooker Highway and is reasonably separated from the nearby residential uses by approximately 75m. The motorhome park is to be set amongst landscaped surroundings and environmental emissions such as noise, smoke, odour, dust, or illumination are expected to be minimal, and if they occur can be addressed by site management. The proposed motorhome park is not expected to affect other uses on the site because it is to be separated from them by the internal road network and the oval facilities. In addition, the applicant has confirmed that the motorhome park will not be open to the public during the Hobart Show Event or other major events on site. It is recommended that this be confirmed through a condition of the planning permit.

The hostel is proposed to be within the western section of the pavilion on the first floor. This is adequately separated from the nearby residential zones and like the motorhome park, any environmental emissions are to be addressed through site management. The applicant has confirmed that for the duration of the Hobart Show or major events, the hostel will be used exclusively by those participating in the Show or attending the major events.

The discretionary uses are taken to further the Local Area Objectives by contributing to the sustainability of the Hobart show event and encouraging a flexible reuse of the site with minimal offsite impacts. The integration of these uses into the operations of RAST are not taken to compromise or distort the Glenorchy activity centres. The site provides a high-quality public realm that will be open to the public during operating hours. Extensive footpaths and recreation areas, along with bicycle parking is proposed.

The proposal satisfies this standard through the performance criteria.

GLE-S6.6.1 Discretionary uses P4

There is no acceptable solution for this standard. However, the performance criteria relate to Manufacturing and Processing activities which are not proposed. Accordingly, this standard is not applicable to the assessment of this application.

GLE-S6.7 Development Standards for Buildings and Works

GLE-S6.7.1 Building height and siting P1

The proposal is unable to comply with the acceptable solution as some buildings are located in areas where there is no designated building height or design. Accordingly, the proposal must be assessed against the performance criteria which states that:

Buildings must be consistent with the following:

- (a) building height and siting must protect the operation of the Hobart Show Event and must have regard to:*

- (i) *the spatial needs of the Hobart Show event as indicated in Table GLE-S6.9.1 Area required for operation of the Hobart Show Event, Figure GLE-S6.2 Hobart Showground Master Plan and Figure GLE-S6.3 Hobart Showground Urban Design Plan;*
 - (ii) *vehicular and pedestrian movement across the site;*
 - (iii) *parking needs;*
 - (iv) *site access; and*
 - (v) *emergency public safety requirements;*
- (b) *the building's siting must protect the amenity of adjacent residential zones and must have regard to:*
 - (i) *the height and setback of the building to the boundaries to prevent unreasonable impacts on the amenity, solar access and privacy of habitable room windows and the private open space of adjoining dwellings;*
 - (ii) *the level and effectiveness of physical screening by fences and/or vegetation;*
 - (iii) *the location and impacts of traffic circulation and parking and the need to locate parking away from residential boundaries; and*
 - (iv) *landscaping to integrate development with the local area; and*
- (c) *building siting must not prevent pedestrian and cycle access across the site.*

The assessment of the proposal against this performance criteria is as follows:

P1(a) – With regard to the operation of Hobart show event, the event has evolved over time to meet the changing needs of the agricultural sector and the expectations of patrons. Attention has been given to the design and layout of the proposal to ensure the long-term sustainability of the Showground as a major event facility. It is important to note that Table GLE-S6.9.1 Area required for operation of the Hobart Show Event, Figure GLE-S6.2 Hobart Showground Master Plan and Figure GLE-S6.3 Hobart Showground Urban Design Plan of the SAP represents the previously existing buildings and open spaces, which were found to be of a bygone era and did not effectively serve the social, economic and environmental needs of the showgrounds as a major event facility. The rationalisation of the showgrounds as proposed causes it to not fit neatly within the Hobart Showground Master Plan or the Hobart Showground Urban Design Plan of the SAP. Table 2 below replicates Table GLE-S6.9.1, and therefore demonstrates the floor area requirements of the SAP.

Element	Area (sqm)
Total building area required for the Show	20,529
Total open area required for the Show	15,700
Total area within Buildings 1-4 shown in Figure F7.1 Hobart Showground Master Plan	26,900
Total open area (open space and piazzas) allocated for the Show use shown in Figure F7.1 Hobart Showground Master Plan and Figure F7.2 Hobart Showground Urban Design Plan	16,980

Table 2: The Area required for operation of the Hobart Show Event

The proposed consolidation of the show related buildings into the proposed pavilion, gatehouse and shoulder buildings design results in a building area of approximately 12,360m², and open areas including the proposed animal exhibition spaces, judging lawns and woodchopping amphitheatre are to be set amongst landscaped surrounds with legible connections to the buildings.

A standard network of internal roads and pedestrian paths through the site and around the buildings are proposed. The proposed building height is not likely to affect vehicle and pedestrian circulation, and siting of the buildings is designed to facilitate safe and efficient vehicular and / or pedestrian movement across the site. Council's Traffic and Development Engineers have assessed the proposed parking provision and found it to be sufficient, and the siting of the parking is conveniently located to meet the parking demand of the uses on the site. No new access is proposed to the site, and the proposed buildings have been sited such that they can be conveniently accessed via the proposed internal access and pedestrian links. The buildings are designed and situated in accordance with the Australian Standards in relation to emergency and safety.

P1(b) – The highest of the three proposed buildings is the pavilion at 13.3m in height for the bulk of the building, with the associated broadcast tower at 36.2m in height. The buildings are designed for the purpose of an exhibition space and the view fields are largely internally focused within the site across features such as the central plaza and arena spaces. As a result, opportunities for overlooking adjoining properties are avoided. The nearest point of the gatehouse building is separated from the adjoining residential zone by approximately 48.5m. This separation distance aids in the protection of amenity enjoyed by the occupants of adjacent residential zone by maintaining solar access and privacy to habitable room windows and the private open space of adjoining dwellings. Shadow diagrams were provided in support of the application and demonstrate no unreasonable loss of amenity through overshadowing.

Landscaped grounds soften the appearance of the proposed buildings and associated services, such as the access and parking arrangement. The private access road and parking spaces have been deliberately located away from the residential boundaries in an effort to protect the amenity.

P1(c) – The buildings are to be generally in the central area of the site, surrounded by a standard network of internal vehicle roadways and pedestrian links. The siting of the proposed buildings is designed to enhance pedestrian experience and cycle access across the site.

The proposal is assessed as satisfying the performance criteria and complies with the standard.

GLE-S6.7.2 Building facade design P1.2

The proposal is unable to meet the acceptable solution as the new buildings are proposed outside of the designated building envelopes. Accordingly, the application must be assessed under the relevant performance criteria, which states that:

Buildings that do not meet the envelopes defined in GLE-S6.2 Hobart Showground Master Plan, must have facades designed with regard to the following:

- (a) have a legible connection with the use of the site as an agricultural show;*
- (b) are articulated to avoid large expanses of blank walls and reduce the perceived height and bulk of the buildings; and*
- (c) use colours and materials to present a positive design outcome to the streetscape.*

The visual form of the buildings is reminiscent of contemporary utilitarian agricultural buildings, specifically designed for the agricultural show event and other similar events to support the agricultural sector. The proposal is designed for flexible use and can accommodate other uses, such as sporting events on the oval, when required.

The building with facades predominately facing the central plaza include large areas of glazing intended to promote active visual engagement between the indoor and outdoor environment. Large expanses of blank walls are generally avoided in the design of the buildings, with the exception of the Shoulder Building, which has been designed for the exhibition of animals. The perceived height and bulk of the buildings is lessened by the use of a variety of materials and finishes, the configuration of the buildings, and the proposed landscaping treatments.

The proposed buildings are to be reasonably separated from adjoining residential uses and range in height to a maximum 13.3m, excluding the broadcast tower with a maximum height of 36.2m. The buildings are similar to those approved under PLN-21-345, and are assessed as not being out of character with other similar utilitarian type buildings in the area, notably the Bunnings and Spotlight complexes to the south. The Bunnings building has a maximum built height of 10.3m and the Spotlight complex has a maximum built height of 15.7m. The broadcast tower is the highest element of the proposal at a height of 36.2m. However, the broadcast tower is to be approximately 7m in width and does not dominate the overall design of the pavilion building as a result. It is noted that the broadcast tower is a similar height to light towers on sports fields and mobile phone towers. While much of the pavilion will not be visible from the Brooker Highway and other public spaces, the broadcast tower can be seen and would signify the use of the showgrounds, in accordance with the objective of this standard.

The proposal is expected to be seen from Knoll Street and will be a positive contribution to the streetscape.

The Knoll Street streetscape is a mix of single storey weatherboard or brick dwelling typologies with established frontage gardens and industrial/commercial buildings with various frontage setbacks. The road proper is approximately 8.5m in width and is bordered by parallel parking on both sides and no street trees. The Knoll Street access, as a secondary access is to link to the private access road within the site. The proposal is assessed as being in harmony with the established streetscape character of Knoll Street and positively contributes to it.

The proposal is taken to satisfy the performance criteria and complies with the standard.

GLE-S6.7.2 Building facade design P2

The proposal does not site buildings in the envelopes defined in Figure GLE-S6.2. As such, the proposal must be assessed against the performance criteria, which states that:

Buildings must be designed to minimise opportunities for crime and anti-social behaviour and must satisfy the following:

- (a) be designed and sited to provide natural surveillance of pedestrian routes and car parks;*
- (b) avoid concealment and entrapment spots; and*
- (c) building access and egress points must be visible from the public domain.*

The configuration of the three main proposed buildings (Pavilion, Shoulder and Gatehouse) is such that it provides opportunity for views across the site from within the buildings, particularly to public spaces such as central plaza, pedestrian routes and outdoor recreation areas. This, together with large sections of clear glazing provide natural surveillance opportunities for much of the site. The south-eastern facade of the Shoulder building sees minimal clear glazing, but fronts a parking area, loading docks and is in the view line of Brooker Highway, as well as the main car parking area, providing reasonable opportunity for passive surveillance.

Concealment and entrapment spots are avoided in the straight lines of the building designs, with no alcoves provided. The buildings are designed with multiple pedestrian access points along their facades. These access points are clearly visible from the open spaces such as the central plaza, the oval, and the pedestrian paths.

The proposal is assessed as satisfying the performance criteria and complies with the standard.

GLE-S6.7.3 Internal access P1

The acceptable solution requires roads to be laid out in accordance with Figure GLE-S6.3. The proposed roads do not align with those shown in this plan. As such the proposal must be assessed against the performance criteria, which states that:

The layout of accesses must have regard to:

- (a) pedestrian safety and amenity;*
- (b) traffic safety;*
- (c) residential amenity on adjacent land*
- (d) the impact on the streetscape; and*
- (e) compatibility with Figure GLE-S6.3 Hobart Showground Urban Design Plan.*

A Transport Impact Assessment (TIA) was provided in support of the application, providing a detailed assessment of the pedestrian and traffic safety and amenity of the proposed amended road layout. This TIA was reviewed by Council's Traffic Engineer, who has concluded that there is appropriate safety and amenity for all pedestrian and vehicle users of the proposed roads.

Whilst the alternative road location does place the proposed road closer to the adjacent residential land than under the SAP, the amended location is not considered to result in a significant loss of amenity for adjacent residential land, as detailed more fully above in the assessment of Clause 27.3.1 P1 and P4, which considers the noise, lighting and other emissions from the site to be acceptable.

The proposed alternative road location will not have any tangible impact on the streetscape surrounding the site, as the proposed access points from the internal road to the surrounding road network do not change. The site is inward facing already, so the development proposed would not be significantly altered were the road to be in the location intended under the SAP, and more importantly, would not sit differently in the surrounding streetscape given the setbacks from the actual surrounding road networks.

With regard to the compatibility of the internal road layout with Figure GLE-S6.3 Hobart Showground Urban Design Plan, the proposed internal road network contains the fundamental elements of that specified in the Hobart Showground Urban Design Plan, with some modification to enhance the safe and efficient use of the site.

The proposal is considered to satisfy the performance criteria and complies with the standard.

GLE-Site Specific Qualifications

No site-specific qualifications of the Scheme apply to this proposal.

GLE-Code lists

No code lists of the Scheme apply to this proposal.

GLE-Applied, Adopted and Incorporated Document

No applied, adopted or incorporated documents of the Scheme apply to this proposal.

INTERNAL REFERRALS

The application has been referred to and reviewed by Council's Development Engineer, Traffic Engineer, Hydraulic Engineer, and Environmental Health Officer. The full assessments from these officers are provided at Attachment D, with extracts forming part of the performance criteria assessment above.

EXTERNAL REFERRALS

The application has been referred to TasWater, who have provided conditions for inclusion should council issue a permit through SPAN TWDA 2024-00618-GCC provided – 30 September 2024.

The application has been referred to Tas Rail, TasGas, and The Department of State Growth, all of whom have no objection to the proposal.

Tas Networks has advised of a potential issue with the application and further advised that they are liaising directly with the proponent.

The application was also referred to Metro Tasmania and Homes Tasmania, who have provided no formal response to this referral.

REPRESENTATIONS

The application was advertised for the statutory 14-day period with no representations being received.

CONCLUSION

The proposal is relying on the performance criteria to comply with applicable standards. The proposal is assessed as satisfying the performance criteria and complies with those standards. The proposal is assessed as complying with all other use and development standards in the Community Purpose zone, as well as the applicable standards of relevant codes, and the applicable standards of GLE-S6.0 Hobart Showground Specific Area Plan. The application was publicly advertised for the statutory 14-day period and no representations were received.

It is concluded that the proposal is consistent with the Scheme's zone purpose statements and is satisfactory.

Recommendation:

That a permit be granted for the Redevelopment of Hobart Showground - Clubhouse, Exhibition and Function Centre, Outdoor Performance Arena, Outdoor Performance Space, Theatre (Community Meeting And Entertainment), Domestic Animal Training (Domestic Animal Breeding, Boarding or Training), Cafe (Food Services), Market (General Retail and Hire), Bar (Hotel Industry), Outdoor Recreation, Sports Ground (Sports and Recreation), Warehouse (Storage), Backpackers Hostel, and Motorhome Park (Visitor Accommodation) at 2 Howard Road Glenorchy and 1a Goodwood Road, Goodwood, subject to the following conditions:

Planning

1. Use and development must be substantially in accordance with planning permit application No. PLN-24-080 and Drawings submitted on 10 December 2024, 33 pages, except as otherwise required by this permit.
2. Any conditions and/or advice as determined by TasWater, and set out in the attached Submission to Planning Authority Notice, reference No. TWDA 2024/00618-GCC dated 30/09/2024, form part of this permit.

3. All external lighting, excluding security lighting, must not operate between 11pm and 6am. All external lighting, including security and flood lighting, must be designed and baffled so that direct light does not extend into the adjoining properties.
4. The hours of operation for indoor uses approved under this permit must not exceed the following:
 - (a) Exhibitions, Functions, Community and Club Meetings, Administration and Maintenance, Warehouse
6am – 1am Seven Days
 - (b) Minor Indoor events
7am – 10pm Sunday – Thursday
7am – 11pm Friday – Saturday
 - (c) Major Indoor events
12pm – 10pm seven days
 - (d) Markets
7am – 10pm Sundays
 - (e) Food services and Bar (Cafe, Restaurant and Bar)
6am – 1pm seven days

For the purposes of this condition, a Major Indoor Event is an event, other than the Hobart Show, that results in 1,000 or more people attending the site and a Minor Outdoor Event and a Private Indoor Event or Function is an event that results in 999 or fewer people attending the site.

Note: The Hobart Show does not form part of this permit and as such existing use rights prevail for this event.
5. The hours of operation for outdoor uses approved under this permit must not exceed the following:
 - (a) Minor Outdoor events
7am – 10pm seven days
 - Outdoor PA System 7 am - 6 pm seven days
 - Outdoor Flood Lighting 7 am - 9 pm seven days
 - (b) Major Outdoor events
12pm – 10pm seven days
 - (c) Markets
7am – 10pm Sundays
 - (d) Food services and Bar (Cafe, Restaurant and Bar)

7am – 10pm seven days

For the purposes of this condition, a Major Outdoor Event is an event, other than the Hobart Show, that results in 1,000 or more people attending the site and a Minor Outdoor Event and a Private Outdoor Events and Function is an event that results in 999 or fewer people attending the site.

Note: The Hobart Show does not form part of this permit and as such existing use rights prevail for this event.

6. The hours of operation for the Dog Training and Obedience Facility must be as follows:
 - (a) 8:30 am – 8 pm, Monday to Thursday
 - (b) 8:30 am - 5:30 pm Friday
 - (c) 9 am - 1 pm Saturday
 - (d) Closed Sundays
7. Commercial vehicle movements must not occur outside of the hours of 6am to 11pm any day.
8. There must be no more than twelve (12) Major Events within any twelve (12) month period. For the purposes of this condition, a Major Event is an indoor or outdoor event, other than the Hobart Show Event, that results in 1,000 or more people attending the site.
9. Landscaping of the site is to be installed prior to the commencement of the use of the site, and maintained generally in accordance with the approved landscaping plan.

Environmental Health

Potentially Contaminated Land Code:

10. Where any soil disturbance is to occur on site, a Soil and Water Management Plan (SWMP) must be put in place to account for the management and erosion of soil with potential ecological impacts.

Note: Soils across part of the development site are considered Level 2 Material (low level contaminated soil) in accordance with EPA IB105 for soil disposal.

Lighting:

11. All external security lighting within the access must be designed and baffled so that direct light does not extend into the adjoining properties to minimise unreasonable impacts on residential amenity on land within the residential zone.

12. A Lighting Verification Report is required to be submitted to Council's Coordinator Environmental Health within six weeks from commencement of the approved use to certify that the use and development comply with acceptable lighting levels indicated in the lighting report, and that the use is not causing a lighting nuisance.
13. Flood lighting must not operate between 9pm and 6am.

Noise:

14. A permanent, online noise monitor must be installed, on the boundary to the residential zone nearest the entrance to the pavilion plaza. This monitor must use a Type 1 sound level meter, be capable of recording one-third octave data, and have real-time online data access. Access to real-time online data must be provided to Council, and site event management staff.
15. All Noise Generating Events must be monitored during the event through a permanent, online noise monitor unit. This unit must be installed and maintained (including required calibration), on the boundary to the residential zone nearest the entrance to the pavilion plaza.
16. A Noise Management Plan, prepared by a suitably qualified acoustic engineer must be submitted to and approved by Council's Coordinator Environmental Health, prior to commencement of the use of the site. Once approved, this Noise Management Plan must be implemented.
17. Prior to the operation of live music and major events on site, a Noise Management Plan, prepared by a suitably qualified person, must be submitted and approved to the satisfaction of Council's Coordinator Environmental Health. The Noise Management Plan must include measures to control and mitigate noise emissions from live music and event noise.
18. The Noise Management Plan must be based on the findings of an approved Noise Impact Assessment.

The Noise Impact Assessment must:

- Be prepared by a suitably qualified acoustic engineer;
- Include noise measurements to determine noise levels inside and outside the premises of the noise-sensitive uses that would be most affected by noise emissions from the site operations;
- Include reference to best-practice standards and guidelines, including the Tasmanian Environmental Protection Policy (Noise) 2009; and
- Be focused on noise from the sound reinforcement system, and in particular low (bass) frequencies.

The Noise Management Plan must:

- Include an 'evaluation matrix' sufficient to identify major events. Said events would thus be limited to 12 events per year;
 - Include record-keeping protocols for the tracking of said major events;
 - Specify procedures for informing the community of event details;
 - Include protocols to provide community consultation and facilitate feedback;
 - Specify limits on noise emissions from the sound reinforcement system;
 - Include measures to ensure speaker noise limits are complied with; and
 - Include noise complaint record-keeping and response protocols.
19. The noise attenuation between the Pavilion and the interior of the Hostel must be sufficient to ensure that noise during a major event is below the appropriate maximum recommended design level under AS/NZS 2107:2016 Acoustics – Recommended design sound levels and reverberation times for building interiors.
20. Prior to operation of the public address (PA) system around the oval, the installer must configure the system with electronic limiting devices appropriate to ensure compliance with the noise criteria under section 3.5.4 / Table 3.5 of the NVC report RAST Hobart Showgrounds Noise Impact Assessment and Abatement Plan dated 13 August 2024, with commissioning noise measurements to be conducted to verify the results. The measurement locations for this compliance testing are to include, at minimum, the motorhome park boundaries nearest to the PA speakers, and the nearest residential boundary to the north of the oval.
21. Prior to the construction of the Pavilion Auditorium, the design must be assessed by an appropriately qualified acoustic engineer and modified as needed to ensure the design of the auditorium's roof and external façade is sufficient to achieve a minimum weighted sound reduction index of Rw 50.
22. To minimise unreasonable impacts on residential amenity, noise levels at the nearest residential zone boundary for daily use must not exceed for all daily noise sources, minor events, and commercial vehicle movement (between the hours of 6.00pm and 7.00am):
- 53 dBA, Leq 30-minute Daytime: 7.00am to 6.00pm
 - 49 dBA, Leq 30-minute Evening time: 6.00pm to 10.00pm
 - 44 dBA, Leq 30-minute Nighttime: 10.00pm to 7.00am

23. To minimise unreasonable impacts on residential amenity, noise levels at the nearest residential zone boundary for major events must not exceed:
 - Up to 75dBA, Leq 5-minute Midday to 10.00pm (outside of these hours standard criteria apply)
 - 65dBA, Leq 30-minute Midday to 10.00pm (outside of these hours standard criteria apply).
24. Further noise modelling at the detail design phase is required for plant equipment. Any noise mitigation methods recommended must be implemented prior to the commencement of the use.
25. A Noise Verification Report is required to be submitted to Council's Coordinator Environmental Health within six weeks from commencement of the approved use to certify that the use and development comply with acceptable noise levels indicated in the noise report, and that the use is not causing a noise nuisance.

Engineering

26. Prior to the issuing of a Building Approval or the commencement of works on site, including demolition (whichever occurs first), submit an Erosion and Sediment Control (ESC) plan detailing proposed sediment and erosion control measures to the satisfaction of Council's Development Engineer.

The approved control measures must be installed prior to any disturbance of soil or construction activity such as concrete cutting, demolition and must be regularly inspected and maintained during the construction and demolition period to prevent soil and other materials entering the local stormwater system, roadways, or adjoining properties.

The approved control measures must remain in place until such time as all construction activity likely to generate sediment has been completed or all disturbed areas have been stabilised using vegetation and/or restored or sealed to the satisfaction of the Council.

The approved Erosion and Sediment Control plan (ESC) forms part of this permit and must be complied with.

Advice: For further information please refer to Erosion and Sediment Control (ESC) Fact Sheets published by the Department of Primary Industries, Parks, Waters and Environment. These are available from Council or online at www.derwentestuary.org.au/stormwater/

27. The loading and unloading of goods from vehicles, including building materials and equipment, must only be carried out on the land at 2 Howard Road, Glenorchy.

28. No civil works related to or associated with the use or development approved by this permit are to occur on or external to the site unless these works are in accordance with engineering drawings that have been approved by Council's Development Engineer. Changes to the design and/or location of civil works will require the submission of amended engineering drawings prepared by a licensed civil engineer for approval by Council's Engineer.
29. The property owner is to ensure that Council's Road Assets and Infrastructure are protected during the demolition and building process. The owner is to ensure that damage to road assets, footpaths, kerb and channel, drainage pits, nature strips and other services is kept to a minimum and any damaged assets are reinstated. Should damages occur, the repair costs associated with such damages are the responsibility of the property owner. If reinstatement works are not undertaken promptly or to Council's satisfaction, Council may elect to reinstate or rectify any defects and recover the expenses reasonably incurred in doing so from the property owner.
30. Any damage to Council's assets, including services, footpaths, driveway crossings and nature strips must be promptly reported to and then repaired to the requirements of Council's Development Engineer, at the developer's cost. It must be the developer's responsibility to obtain and submit with the Building Application, a comprehensive photographic record of the condition of the footpaths, driveways and nature strips at the road frontage to the site and adjacent to the site, prior to commencing construction. The photographic record shall be relied upon to establish the extent of damage caused to Council's assets throughout construction. In the event that the developer fails to provide a pre-construction photographic record of the site then any damage to Council assets found on completion of the works shall be deemed to be the responsibility of the developer and shall be repaired at the developer's cost.
31. A detailed estimate for the works must be provided and payment of the engineering drawing approval fee must be made prior to the issue of approved engineering drawings or the issuing of the building approval. Under Council Schedule of fees and charges 2024/2025, the engineering drawings approval fee is 2.1% of the value of the civil works. This amount is subject to annual adjustment in accordance with the Council Fees and Charges Register. Construction must not commence until the approved engineering plans have been issued.

32. Detailed engineering drawings showing all proposed works including roadworks, earthworks, carpark and manoeuvring areas, building foundation details near Council's infrastructure, stormwater management and infrastructure, internal service lines and connections to service mains, surface drainage collection, stormwater quantity and quality treatment measures, pavement composition and levels and finished floor levels must be in accordance with the approved plan and be submitted with the Building Application prior to the commencement of any works for approval by Council's Development Engineer. Engineering design drawings must be submitted and approved, prior to the issuing of a Building Permit. The engineering drawings must:
- (a) be certified by a qualified and experienced Engineer;
 - (b) Clearly distinguish between public and private infrastructure; and
 - (c) Be substantially in accordance with the LGAT Standard.
33. The design and construction of the parking, access and turning areas must comply with the Australian Standard, Parking facilities, Part 1 to 6, to the satisfaction of the Council's Development Engineer. Detailed engineering drawings showing the driveway details must be in accordance with the Australian Standard and submitted with the Building Application for approval by Council's Development Engineer prior to the commencement of works on site. The proposed driveway and parking must comply with the following-:
- (a) Be in accordance with Concept Civil Works Plan – Overall – Future Road Corridor C401 Rev B, dated 5 August 2024, Civil Cross Sections – Main Road – Sheet 1 Dwg no: C431 Rev A, Civil Cross Sections – Main Road – Sheet 2 Dwg no: C432 Rev A, Typical sections Dwg no: C701 Rev B and Typical sections Dwg no: C702 Rev A;
 - (b) Be constructed to a sealed finish and the finished gradient shall not exceed the maximum gradient of 20% or 1 in 5;
 - (c) Vertical alignment shall include transition curves (or straight sections) at all grade changes greater than 12.5%;
 - (d) Total of 389 (excluding the 92 motorhome parks) clearly marked car parking spaces must be provided across the site in accordance with the approved plan received by Council and always kept available for these purposes;
 - (e) Of the required number of car parking spaces, 15 car parking space must be provided for the exclusive use of people with disabilities, clearly marked and kept available for these purposes at all times;
 - (f) A total of 137 bicycle spaces must be provided in accordance with the TIA;
 - (g) 16 clearly marked motorcycles spaces must be provided in accordance with the TIA;

- (h) Lighting must be provided for the proposed carpark in accordance with Australian Standard AS 1158.3.1 – Lighting for roads and public spaces and completed prior to the commencement of use as approved;
- (i) All runoff from paved and driveway areas must be discharged into Council's stormwater system;
- (j) The gradient of any parking general areas must not exceed 5% and must not exceed 3% for accessible spaces;
- (k) Minimum carriageway width is to be no less than 6.0 metres.

All works required by this condition must be installed prior to the commencement of the use. To comply with the above requirements, the developer must submit engineering drawings demonstrating compliance with the requirements to the satisfaction of Council's Development Engineer prior to the issuing of the Building Permit and/or the commencement of works (whichever occurs first).

34. An adequate overland flow path must be maintained through the site during and post development in accordance with the Stormwater Report and Preliminary Engineering plans by Rarein Revision D dated 22.10.2024, such that flows from a 1% AEP storm event with 2090 climate change loadings don't impact the existing and proposed buildings and not redirected onto third-party land.
35. Stormwater detention must be installed and retained on site as per the GENERAL MANAGER'S CONSENT – S.14 URBAN DRAINAGE ACT 2013 issued on 3 January 2025. Alternative stormwater detention measures may be installed provided equal capacity is retained and the works do not trigger the need for further approvals under the Land Use Planning and Approvals Act 1993.
36. Detailed drawings of the shared use path along Elwick Road Service Road outside the development site, must be submitted to and approved by Council's Manager Assets, Engineering and Design prior to commencement of work. The shared use path must be constructed and installed in accordance with the approved drawings and completed to the satisfaction of Council's Development Engineer, prior to the commencement of use.

Advice: Prior to the commencement of any work within the road reservation by a private contractor, the contractor must obtain a Road Reserve Permit from the Council's Compliance Officer. This permit shall include items such as hours of work, road safety, reinstatement, soil and water management, etc. The Road Reserve Permit Application Form is available via Council's website <https://www.gcc.tas.gov.au/council/documents-and-publications/forms/>

Traffic

37. The developer must construct the main access roads and associated shared path, footpath and driveway accesses in accordance with the Transport Impact Assessment by GHD dated 26 November 2024 and approved plans. Detailed design drawings must be submitted to Council prior to commencement of work to the satisfaction of the Manager, Assets, Engineering and Design. The works must be installed by the developer as per the approved design drawings, prior to the commencement of use.

The design drawings shall include further details on:

- (a) Howard Road designed as the main access point
 - (b) Knoll Street connection designed for light (car) vehicles only and design as a minor connection
 - (c) Elwick Road service road exit for vehicles less than 8.8m in length and design as a minor connection
 - (d) Prioritising pedestrians and cyclists on the shared use path where it crosses driveways and provide consistent treatments at driveway access to the site
 - (e) Driveway access to 20 Knoll Street from the main spine road near Howard Road to ensure safety of pedestrians and cyclists on the shared use path
 - (f) Construction and maintenance details of Elwick Road service road shared use footpath that will become Council owned
 - (g) Parking for vehicles towing caravans on the western side of the main road.
 - (h) Treatment at the bus turning area on the western side of the main access road to inhibit vehicles parking there.
38. The flexible loading and car parking area alongside shoulder building and around the oval are required to be undertaken in accordance with the Transport Impact Assessment by GHD dated 26 November 2024 in which:
- (a) Flexible bollards and line marking shall be in place to separate pedestrians from vehicles, when loading areas and accesses to them are not in use.
 - (b) Car park areas to be closed off when a 19m semi-trailer is at or accessing or departing the loading and unloading areas.
 - (c) Traffic management to be in place when a vehicle at or greater than an 8.8m medium rigid is entering, using or exiting the loading and unloading areas.
 - (d) Vehicles greater than an 19m semi-trailer such as a B-Double, are not to access the site.
39. The developer must undertake a Signage Plan in accordance with the Transport Impact Assessment by GHD dated 26 November 2024, detailing the following:

- (a) Directing traffic to use the main access off Howard Road
- (b) Knoll Street use to be restricted to light (car) vehicles only
- (c) Elwick Road service road exit to be used only by vehicles less than 8.8m in length
- (d) Left turn exit from the loading zone through to Spotlight access
- (e) Directing traffic to use the Crown land overflow parking

The signage plan must be submitted to and approved by Council's Manager, Assets, Engineering and Design prior to implementation. All signage must be installed prior to the commencement of the use of the site, and retained and maintained by the owners of 2 Howard Road for the duration of the approved use of the site.

40. The developer must undertake a Marketing Plan in accordance with the Transport Impact Assessment by GHD dated 26 November 2024, detailing the following to occur on the site's website and with ticket purchases and/or pre-requisition:

- (a) Promoting Howard Road as the main access point
- (b) Outlining access locations and restrictions such as Knoll Street for light vehicles only and Elwick Road service road exit not for vehicles 8.8m or greater
- (c) Showing location of car parking including the Crown land overflow parking
- (d) Advising motorhome park guests of the main access being Howard Road
- (e) Promote active and public transport to reduce car use

The marketing plan must be undertaken a maximum of 4 weeks prior to the commencement of use and be maintained and updated by the owner of 2 Howard Road, Glenorchy. The marketing plan and evidence of the outcomes must be retained for a minimum of 12 months and made available to Council upon request.

41. A Parking Management Plan must be undertaken by the owner of 2 Howard Road to ensure that there is adequate parking, apart from major events, prior to any of the following circumstances:

- I. The Auditorium is anticipated to exceed 64 percent capacity (946 attendees).
- II. A combination of the following occurring at the same time: exhibition space, large function room, outdoor uses including sports & recreation or market.
- III. The Auditorium use occurs at the same time as a Market.

A Parking Management Plan shall be in accordance with the Traffic Impact Assessment by GHD dated 26 November 2024 and consider:

- Parking demand not exceeding 481 parking spaces with the Royal Hobart Showgrounds, along with 51 on-street parks on the eastern side of the main spine road and 154 sealed parks on the Crown land;
- Any loss of parking within the Royal Hobart Showgrounds such as loading and unloading of goods, being 61 spaces within the flexible loading area alongside the Shoulder building;
- The ability of multiple users to share spaces because of variations in car parking demand over time; and/or
- Any reduction in parking due to alternative transport options such as private buses for group transport, active and public transport options (e.g., bus services, walking, cycling), encouraging carpooling among attendees or other tailored measures to the type and scale of the event.

A generic Parking Management Plan must be prepared and submitted to the satisfaction of the Manager Assets, Engineering and Design prior commencement of the use of the site. This plan can then be adopted as needed for further events.

Documentation of the Parking Management Plan and implementation must be retained for a minimum of 12 months after the date of the uses and made available to Council upon request.

42. The overflow parking on the unsealed area of Crown land must not be used for parking apart for major events.
43. Major Events at the site are required to have an Event Traffic Management Plan, to be submitted and approved by Council's Manager, Assets, Engineering and Design prior to the event. This must be submitted either as part of the place of assembly licence application, or no less than 2 weeks prior to the event. The Event Traffic Management Plan must include details on the management of traffic to the site and within the site, adequacy of parking supply within the site and measures to reduce parking to meet the supply such as the provision of a private bus. The event must be undertaken in accordance with the approved Event Traffic Management Plan.
44. When there is a Major Event, all other uses will not occur unless ancillary and subservient to the event. The hostel and motorhome park must only be available to patrons attending the Major Event. Documentation detailing this must be retained for a minimum of 12 months after the date of the Major Event and made available to Council upon request.

Advice to Applicant

This advice does not form part of the permit but is provided for the information of the applicant:

Food premises

1. *The proponent's Building Surveyor must forward copies of the following documents to Council's Senior Environmental Health Officer prior to any works being undertaken on site (including the installation of fixtures and fittings) that relate to the proposed food premises:*
 - a. *a request in an approved form (Form 42) for an Environmental Health Officer report;*
 - b. *any relevant drawings, specifications or other documents submitted with the application; and*
 - c. *details provided by the owner of the nature of the foods to be prepared, handled, stored or sold and the types of manufacturing processes to be undertaken on the premise*
 - d. *Council's Senior Environmental Health Officer may require the premises to meet equipment and fit out specifications which exceed those required by the National Construction Code 2022, before the premises can be registered and the food business licensed pursuant to the Food Act 2003.*

Infrastructure

2. *The designer must ensure that the needs of all providers including TasWater, TasGas, TasNetworks, and Telstra are catered for both in the design and construction of the works. Underground service providers should be contacted for line marking of their services and any requirements or conditions they may have prior to commencing any works on site. Phone 1100, Before You Dig or visit <https://www.byda.com.au/> for information on the location of underground services and cables in relation to the proposed development prior to commencing any works on site.*

Deed Agreement for transfer of spine road to Council

3. *An Infrastructure Deed of Agreement is required to be entered into between Council and the developer if the internal spine road and associated shared use path and footpath is to be transferred to the Council at a later stage. The Agreement needs to include detailed design drawings approved by Council prior to works commencing and agreed hold points for inspections, surveys, and certification of works. The design needs to show that the road is to be undertaken to a public road standard in accordance with the Tasmanian*

Standard Drawings and that services are to a public standard including street lighting, sewage connections and cabling.

4. *Failure to enter into the Infrastructure Deed of Agreement and construct the internal spine road as specified will compromise Council's ability to consider taking over the road as part of any future subdivision. This will risk the ability to develop the land in the manner envisioned through the current planning scheme amendment application, PLAM-22/07, as the subdivision required to commence the residential development may not be able to proceed without significant upgrade works to the road before Council is in a position to consider taking the road over as a public road.*

General Manager's Consent for Stormwater Management

Any conditions and/or advice as set out in the attached General Manager's Consent for Stormwater Management, reference No. PLN-24-080 dated 3 January 2024, are to be read in association with this permit.

Other Permits

Please be aware that this planning permit is a planning approval issued under the Tasmanian Planning Scheme - Glenorchy. You should consult with an accredited Building Surveyor prior to commencing this use or work to ensure all relevant requirements of the *Building Act 2016* are complied with.

In addition to this planning permit, a building permit and/or plumbing permit may also be required. If further clarification is required, please contact Council's Building Section on 6216 6800.

Attachments/Annexures

- 1** Attachment A – Application Plans



- 2** Attachment B – Applicant Planners Report and Supporting Documents



- 3** Attachment C – Applicant Specialist Reports



- 4** Attachment D – Internal Referral Reports



- 5** Attachment E – Urban Drainage Act GMC



- 6** Attachment F – TasWater SPAN



Appendix:

27.0 Community Purpose Zone

Standard	Acceptable Solution	Proposed	Complies?
27.3 Use Standards			
<p>27.3.1 Non-residential use</p>	<p>A1 Hours of operation of a use, excluding Emergency Services, Hospital Services, Natural and Cultural Values Management, Passive Recreation or Utilities, within 50m of a General Residential Zone, Inner Residential Zone or Low Density Residential Zone, must be within the hours of:</p> <ul style="list-style-type: none"> (a) 8.00am to 8.00pm Monday to Friday; (b) 9.00am to 6.00pm Saturday; and (c) 10.00am to 5.00pm Sunday and public holidays. 	<p>The proposed hours of operation exceed the permitted hours of operation in the acceptable solution. Most activities are to be situated in excess of 50m of the Inner Residential zone, the access and a small portion of the gatehouse building falls within 50m. The performance criterion is relied on.</p>	<p>No</p>

Standard	Acceptable Solution	Proposed	Complies?
	<p>A2</p> <p>External lighting for a use, excluding Natural and Cultural Values Management, Passive Recreation and Utilities and flood lighting of Sports and Recreation facilities, on a site within 50m of a General Residential Zone, Inner Residential Zone, or Low Density Residential Zone, must:</p> <p>(a) not operate between 9:00pm and 6:00am, excluding any security lighting; and</p> <p>(b) if for security lighting, must be baffled so that direct light does not extend into the adjoining property.</p>	<p>Minor and major events, including sports and recreation activities, propose hours of operation beyond the hours specified in this acceptable solution, these will requiring lighting of the site whilst in operation. As such the proposal relies on performance criteria for compliance with this standard.</p> <p>It is noted that the site adjoins the Inner Residential zone.</p>	<p>No</p>
	<p>A3</p> <p>Flood lighting of Sports and Recreation facilities on a site within 50m of a General Residential Zone, Inner Residential Zone or Low Density Residential Zone, must not operate between 9.00pm and 6.00am.</p>	<p>Flood lighting is proposed 7am – 9pm.</p> <p>A condition is recommended to ensure ongoing compliance.</p>	<p>Yes</p>
	<p>A4</p> <p>Commercial vehicle movements and the unloading and loading of commercial vehicles for a use, excluding Emergency Services or Hospital Services, within 50m of a General Residential Zone, Inner Residential Zone or Low Density Residential Zone, must be within the hours of:</p> <p>(a) 7.00am to 6.00pm Monday to Friday; and</p>	<p>Proposed loading bays and the associated commercial vehicle accesses and movement areas are not within 50m of the Inner Residential zone.</p>	<p>Yes</p>

Standard	Acceptable Solution	Proposed	Complies?
	(b) 9.00am to 5.00pm Saturday, Sunday and public holidays.		
27.4 Development Standards for Buildings and Works			
27.4.1 Building Height	A1 Building height must be not more than 10m.	GLE-S6.7.1 Building height and siting is a substitution Clause 27.4.1 Building height.	NA
27.4.2 Setback	A1 Buildings must have a setback from a frontage of: (a) not less than 5m; or (b) not more or less than the maximum and minimum setbacks of the buildings on adjoining properties, whichever is the lesser.	GLE-S6.7.1 Building height and siting is a substitution Clause 27.4.2 Setback A1 and P1.	NA
	A2 Buildings must have a setback from side and rear boundaries adjoining a General Residential Zone, Inner Residential Zone or Low Density Residential Zone not less than:	GLE-S6.7.1 Building height and siting is a substitution Clause 27.4.2 Setback A2 and P2.	NA

Standard	Acceptable Solution	Proposed	Complies?
	(a) 3m; or (b) half the wall height of the building, whichever is the greater.		
	A3 Air extraction, pumping, refrigeration systems, compressors or generators must be separated a distance of not less than 10m from a General Residential Zone, Inner Residential Zone, or Low Density Residential Zone.	The development is not within 10m of a residential zone.	NA
27.4.3 Fencing	No Acceptable Solution	No fencing is proposed	NA
27.4.4 Outdoor storage areas	A1 Outdoor storage areas, excluding for the display of goods for sale, must not be visible from any road or public open space adjoining the site.	No outdoor storage areas are proposed.	NA

GLE-S6.0 Hobart Showground Specific Area Plan

Standard	Acceptable Solution	Proposed	Complies?
GLE-S6.6 Use Standards			
GLE-S6.6.1 Discretionary uses	A1	Food Services and Hotel Industry are the only such uses proposed (as markets are primarily outdoors and therefore have no GFA).	Yes

<p>This sub-clause is an addition to Community Purpose Zone – Clause 27.3 Use Standards.</p>	<p>The following uses must not, in aggregate, occupy a gross floor area greater than 30,000m²:</p> <ul style="list-style-type: none"> (a) Bulky Goods Sales; (b) Business and Professional Services (c) Food Services; (d) General Retail and Hire; (e) Hotel Industry; (f) Service Industry. 	<p>They have a combined GFA of 581m². The existing Spotlight complex and Bunnings form part of the SAP area and are 6625m² and 16900m² respectively. The total GFA is 24106m².</p>	
	<p>A2</p> <p>No acceptable solution.</p>	<p>Reliance on the performance criteria</p>	<p>No</p>
	<p>A3</p> <p>The following uses must not be located in Buildings 2, 3 or 4 or areas designated for these buildings, as shown on Figure GLE-6.2 Hobart Showground Master Plan:</p> <ul style="list-style-type: none"> (a) Bulky Goods Sales; (b) Business and Professional Services; (c) Education and Occasional Care; (d) Emergency Services; (e) General Retail and Hire; (f) Manufacturing and Processing; (g) Motor Racing Facility; 	<p>Buildings 2, 3 and 4 have been demolished. As a result, no use, particularly visitor accommodation is to occur within them or areas designated for these buildings.</p>	<p>Yes</p>

	(h) Service Industry; (i) Sports and Recreation; and (j) Visitor Accommodation.		
	A4 No Acceptable Solution.	Reliance on performance criteria.	No
GLE-S6.7 Development Standards for Buildings and Works			
GLE-S6.7.1 Building height and siting This sub-clause is a substitution for Community Purpose Zone – Clause 27.4.1 Building height and Clause 27.4.2 Setback A1 and P1 and A2 and P2.	A1 Buildings must be consistent with the envelopes defined in Figure GLE-S6.2 Hobart Showground Master Plan.	The proposed pavilion is not to be contained within an envelope defined in Figure GLE-S6.2 Hobart Showground Master Plan.	No
GLE-S6.7.2 Building facade design This sub-clause is in addition to Community Purpose Zone – Clause 27.4 Development Standards for Buildings and Works.	A1 Facades identified as Significant Facades, Highway Facades and Entry Facades in Figure GLE-S6.3 Hobart Showground Urban Design Plan must not contain blank walls that are wider than 5.0m.	The buildings specified in building envelopes of Figure GLE-S6.2 Hobart Showground Master Plan with such facades have been demolished. No new buildings or building facades are proposed in the areas specified in this standard.	No
	A2 Buildings that have Passive Surveillance Facades in Figure GLE-S6.3 Hobart Showground Urban Design Plan must be	Reliance on Performance criteria to comply with the standard	No

	<p>designed and sited in accordance with the following:</p> <ul style="list-style-type: none"> (a) the building envelopes defined in Figure GLE-S6.2 Hobart Showground Master Plan; and (b) Passive Surveillance Facades identified in Figure GLE-S6.2 Hobart Showground Urban Design Plan must include ground floor windows capable of viewing either pedestrian/cycle routes or roads within or adjacent to the site boundary. 		
<p>GLE-S6.7.3 Internal access This sub-clause is an addition to Community Purpose Zone – Clause 27.4 Development Standards for Buildings and Works and Parking and Sustainable Transport Code – Clause C2.6.</p>	<p>A1 Internal road layout is in accordance with Figure GLE-S6.3 Hobart Showground Urban Design Plan.</p>	<p>Reliance on Performance criteria to comply with the standard</p>	<p>No</p>

C2.0 Parking and Sustainable Transport Code

Standard	Acceptable Solution	Proposed	Complies?
C2.5 Use Standards			
C2.5.1 Car parking numbers	A1	389 spaces proposed, 15 of which are for accessible spaces.	Yes

Standard	Acceptable Solution	Proposed	Complies?
	<p>The number of on-site car parking spaces must be no less than the number specified in Table C2.1, excluding if:</p> <ul style="list-style-type: none"> (a) the site is subject to a parking plan for the area adopted by council, in which case parking provision (spaces or cash-in-lieu) must be in accordance with that plan; (b) the site is contained within a parking precinct plan and subject to Clause C2.7; (c) the site is subject to Clause C2.5.5; or (d) it relates to an intensification of an existing use or development or a change of use where: <ul style="list-style-type: none"> (i) the number of on-site car parking spaces for the existing 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; or (ii) the number of on-site car parking spaces for the existing use or development specified in Table C2.1 is less than the number of car parking spaces specified 		

Standard	Acceptable Solution	Proposed	Complies?
	<p>in Table C2.1 for the proposed use or development, in which case on-site car parking must be calculated as follows:</p> $N = A + (C - B)$ <p>N = Number of on-site car parking spaces required</p> <p>A = Number of existing on site car parking spaces</p> <p>B = Number of on-site car parking spaces required for the existing use or development specified in Table C2.1</p> <p>C= Number of on-site car parking spaces required for the proposed use or development specified in Table C2.1.</p>		
<p>C2.5.2 Bicycle parking numbers</p>	<p>A1</p> <p>Bicycle parking spaces must:</p> <p>(a) be provided on the site or within 50m of the site; and</p> <p>(b) be no less than the number specified in Table C2.1.</p>	<p>92 spaces required by the scheme; proposes to provide 137 spaces including a secure room on the ground floor (21 spaces) and the rest (116 spaces) proposed outside in the form of bicycle hoops across the site.</p>	<p>Yes</p>
<p>C2.5.3</p>	<p>A1</p>	<p>Scheme requires 51 spaces it is proposed to provide a provision of 16 spaces across the site.</p>	<p>No</p>

Standard	Acceptable Solution	Proposed	Complies?
<p>Motorcycle parking numbers <i>This applies to:</i> <i>Business and Professional Services;</i> <i>Community Meeting and Entertainment;</i> <i>Custodial Facility;</i> <i>Crematoria and Cemeteries;</i> <i>Educational and Occasional Care;</i> <i>Food Services;</i> <i>General Retail and Hire;</i> <i>Hospital Services;</i> <i>Hotel Industry;</i> <i>Pleasure Boat Facility;</i> Residential if for a communal residence, multiple dwellings or hostel use; <i>Sports and Recreation; and</i> <i>Tourist Operation.</i></p>	<p>The number of on-site motorcycle parking spaces for all uses must:</p> <p>(a) be no less than the number specified in Table C2.4; and</p> <p>(b) if an existing use or development is extended or intensified, the number of on-site motorcycle parking spaces must be based on the proposed extension or intensification, provided the existing number of motorcycle parking spaces is maintained.</p>		
<p>C2.5.4 Loading bays <i>This applies to:</i> <i>Bulky Goods Sales;</i> <i>General Retail and Hire;</i> <i>Manufacturing and Processing; and</i> <i>Storage.</i></p>	<p>A1</p> <p>A loading bay must be provided for uses with a floor area of more than 1000m² in a single occupancy.</p>	<p>Provided</p>	<p>Yes</p>

Standard	Acceptable Solution	Proposed	Complies?
<p>C2.5.5 Number of car parking spaces within the General Residential Zone and Inner Residential Zone <i>This applies to:</i> <i>Business and Professional Services;</i> <i>Community Meeting and Entertainment;</i> <i>Educational and Occasional Care;</i> <i>Emergency Services;</i> <i>Food Services;</i> <i>General Retail and Hire;</i> <i>Sports and Recreation; and</i> <i>Utilities, if not for minor utilities.</i></p>	<p>A1 Within existing non-residential buildings in the General Residential Zone and Inner Residential Zone, on-site car parking is not required for:</p> <p>(a) Food Services uses up to 100m² floor area or 30 seats, whichever is the greater; and</p> <p>(b) General Retail and Hire uses up to 100m² floor</p> <p>provided the use complies with the hours of operation specified in the relevant Acceptable Solution for the relevant zone.</p>	<p>Not required</p>	<p>NA</p>
C2.6 Development Standards for Building Works			
<p>C2.6.1 Construction of parking areas</p>	<p>A1 All parking, access ways, manoeuvring and circulation spaces must:</p> <p>(a) be constructed with a durable all weather pavement;</p> <p>(b) be drained to the public stormwater system, or contain stormwater on the site; and</p> <p>(c) excluding all uses in the Rural Zone, Agriculture Zone, Landscape Conservation</p>	<p>Parking and driveway area proposed to be paved surface and surfaced water are to be drained to the stormwater connection.</p>	<p>Yes</p>

Standard	Acceptable Solution	Proposed	Complies?
	<p>Zone, Environmental Management Zone, Recreation Zone and Open Space Zone, be surfaced by a spray seal, asphalt, concrete, pavers or equivalent material to restrict abrasion from traffic and minimise entry of water to the pavement.</p>		
<p>C2.6.2 Design and layout of parking areas</p>	<p>A1.1</p> <p>Parking, access ways, manoeuvring and circulation spaces must either:</p> <p>(a) comply with the following:</p> <ul style="list-style-type: none"> (i) have a gradient in accordance with <i>Australian Standard AS 2890 - Parking facilities, Parts 1-6</i>; (ii) provide for vehicles to enter and exit the site in a forward direction where providing for more than 4 parking spaces; (iii) have an access width not less than the requirements in Table C2.2; (iv) have car parking space dimensions which satisfy the requirements in Table C2.3; (v) have a combined access and manoeuvring width adjacent to parking 	<p>Layout and gradients are provided in accordance with the AS2890.1</p>	<p>Yes</p>

Standard	Acceptable Solution	Proposed	Complies?
	<p>spaces not less than the requirements in Table C2.3 where there are 3 or more car parking spaces;</p> <p>(vi) have a vertical clearance of not less than 2.1m above the parking surface level; and</p> <p>(vii) excluding a single dwelling, be delineated by line marking or other clear physical means; or</p> <p>(b) comply with <i>Australian Standard AS 2890-Parking facilities, Parts 1-6.</i></p> <p>A1.2</p> <p>Parking spaces provided for use by persons with a disability must satisfy the following:</p> <p>(a) be located as close as practicable to the main entry point to the building;</p> <p>(b) be incorporated into the overall car park design; and</p> <p>(c) be designed and constructed in accordance with <i>Australian/New Zealand Standard AS/NZS 2890.6:2009 Parking facilities, Off-</i></p>		

Standard	Acceptable Solution	Proposed	Complies?
	<i>street parking for people with disabilities. [S35]</i>		
C2.6.3 Number of accesses for vehicles	A1 The number of accesses provided for each frontage must: (a) be no more than 1; or (b) no more than the existing number of accesses, whichever is the greater.	No change	Yes
	A2 Within the Central Business Zone or in a pedestrian priority street no new access is provided unless an existing access is removed.	Not within the Central Business Zone or in a pedestrian priority street.	NA
C2.6.4 Lighting of parking areas within the General Business Zone and Central Business Zone	A1 In car parks within the General Business Zone and Central Business Zone, parking and vehicle circulation roads and pedestrian paths serving 5 or more car parking spaces, which are used outside daylight hours, must be provided with lighting in accordance with Clause 3.1 “Basis of Design” and Clause 3.6 “Car Parks” in <i>Australian Standard/New Zealand Standard AS/NZS 1158.3.1:2005 Lighting for roads and public spaces Part 3.1: Pedestrian area (Category P) lighting – Performance and design requirements.</i>	Condition	Yes
C2.6.5 Pedestrian access	A1.1	While provided throughout the site, at the parking area at the back of the shoulder building, as noted in	No

Standard	Acceptable Solution	Proposed	Complies?
	<p>Uses that require 10 or more car parking spaces must:</p> <p>(a) have a 1m wide footpath that is separated from the access ways or parking aisles, excluding where crossing access ways or parking aisles, by:</p> <p>(i) a horizontal distance of 2.5m between the edge of the footpath and the access way or parking aisle; or</p> <p>(ii) protective devices such as bollards, guard rails or planters between the footpath and the access way or parking aisle; and</p> <p>(b) be signed and line marked at points where pedestrians cross access ways or parking aisles.</p> <p>A1.2</p> <p>In parking areas containing accessible car parking spaces for use by persons with a disability, a footpath having a width not less than 1.5m and a gradient not steeper than 1 in 14 is required from those spaces to the main entry point to the building.</p>	<p>the above section, does not fully comply with the requirements.</p>	
<p>C2.6.6 Loading bays</p>	<p>A1</p>	<p>Swept paths provided. Layout complies including the grades and manoeuvrability.</p>	<p>Yes</p>

Standard	Acceptable Solution	Proposed	Complies?
	<p>The area and dimensions of loading bays and access way areas must be designed in accordance with <i>Australian Standard AS 2890.2–2002, Parking facilities, Part 2: Offstreet commercial vehicle facilities</i>, for the type of vehicles likely to use the site.</p>		
	<p>A2</p> <p>The type of commercial vehicles likely to use the site must be able to enter, park and exit the site in a forward direction in accordance with <i>Australian Standard AS 2890.2 – 2002, Parking Facilities, Part 2: Parking facilities Offstreet commercial vehicle facilities</i>.</p>	Yes	Yes
<p>C2.6.7 Bicycle parking and storage facilities within the General Business Zone and Central Business Zone</p>	<p>A1</p> <p>Parking and vehicle circulation roadways and pedestrian paths serving 5 or more car parking spaces, used outside daylight hours, must be provided with lighting in accordance with clause 3.1 “Basis of Design” and clause 3.6 “Car Parks” in AS/NZS 1158.3.1:2005 Lighting for roads and public spaces Part 3.1: Pedestrian area (Category P) lighting.</p>	Not within the General Business Zone or the Central Business Zone	NA
	<p>A2</p> <p>Bicycle parking spaces must:</p> <p>(a) have dimensions not less than:</p> <p style="padding-left: 40px;">(i) 1.7m in length;</p> <p style="padding-left: 40px;">(ii) 1.2m in height; and</p>	Not within the General Business Zone or the Central Business Zone	NA

Standard	Acceptable Solution	Proposed	Complies?
	<p>(iii) 0.7m in width at the handlebars;</p> <p>(b) have unobstructed access with a width of not less than 2m and a gradient not steeper than 5% from a road, cycle path, bicycle lane, shared path or access way; and</p> <p>(c) include a rail or hoop to lock a bicycle that satisfies <i>Australian Standard AS 2890.3-2015 Parking facilities - Part 3: Bicycle parking</i>.</p>		
<p>C2.6.8 Siting of parking and turning areas</p>	<p>A1</p> <p>Within an Inner Residential Zone, Village Zone, Urban Mixed Use Zone, Local Business Zone or General Business Zone, parking spaces and vehicle turning areas, including garages or covered parking areas must be located behind the building line of buildings, excluding if a parking area is already provided in front of the building line.</p>	<p>Not within the Inner Residential Zone, Village Zone, Urban Mixed Use Zone, Local Business Zone or General Business Zone.</p>	<p>NA</p>
	<p>A2</p> <p>Within the Central Business Zone, on-site parking at ground level adjacent to a frontage must:</p> <p>(a) have no new vehicle accesses, unless an existing access is removed;</p> <p>(b) retain an active street frontage; and</p> <p>(c) not result in parked cars being visible from public places in the adjacent roads.</p>	<p>Not within the Central Business Zone.</p>	<p>NA</p>

Standard	Acceptable Solution	Proposed	Complies?
C2.7 Parking Precinct Plan			
C2.7.1 Parking Precinct Plan	<p>A1</p> <p>Within a parking precinct plan, onsite parking must:</p> <p>(a) not be provided; or</p> <p>(b) not be increased above existing parking numbers.</p>	Not within a parking precinct plan.	NA

Footnotes

[S35] Requirements for the number of accessible car parking spaces are specified in part D3 of the National Construction Code 2016.

C3 Road and Railway Assets Code

Standard	Acceptable Solution	Proposed	Complies?
C3.5 Use Standards			
C3.5.1 Traffic generation at a vehicle crossing, level crossing or new junction	<p>A1.1</p> <p>For a category 1 road or a limited access road, vehicular traffic to and from the site will not require:</p> <p>(a) a new junction;</p> <p>(b) a new vehicle crossing; or</p> <p>(c) a new level crossing.</p> <p>A1.2</p>	Vehicular traffic is expected to increase significantly. Refer to the TIA assessment.	No

Standard	Acceptable Solution	Proposed	Complies?
	<p>For a road, excluding a category 1 road or a limited access road, written consent for a new junction, vehicle crossing, or level crossing to serve the use and development has been issued by the road authority.</p> <p>A1.3</p> <p>For the rail network, written consent for a new private level crossing to serve the use and development has been issued by the rail authority.</p> <p>A1.4</p> <p>Vehicular traffic to and from the site, using an existing vehicle crossing or private level crossing, will not increase by more than:</p> <p>(a) the amounts in Table C3.1; or</p> <p>(b) allowed by a licence issued under Part IVA of the <i>Roads and Jetties Act 1935</i> in respect to a limited access road.</p> <p>A1.5</p>		

Standard	Acceptable Solution	Proposed	Complies?
	<p>Vehicular traffic must be able to enter and leave a major road in a forward direction.</p>		
C3.6 Development Standards for Buildings and Works			
<p>C3.6.1 Habitable buildings for sensitive uses within a road or railway attenuation area</p>	<p>A1</p> <p>Unless within a building area on a sealed plan approved under this planning scheme, habitable buildings for a sensitive use within a road or railway attenuation area, must be:</p> <p>(a) within a row of existing habitable buildings for sensitive uses and no closer to the existing or future major road or rail network than the adjoining habitable building;</p> <p>(b) an extension which extends no closer to the existing or future major road or rail network than:</p> <p style="padding-left: 40px;">(i) the existing habitable building; or</p> <p style="padding-left: 40px;">(ii) an adjoining habitable building for a sensi</p> <p>(c) located or designed so that external noise levels are not more than the level in Table</p>	<p>No habitable buildings proposed.</p>	<p>NA</p>

Standard	Acceptable Solution	Proposed	Complies?
	C3.2 measured in accordance with Part D of the <i>Noise Measurement Procedures Manual, 2nd edition, July 2008.</i>		
C3.7 Development Standards for Subdivision			
C3.7.1 Subdivision for sensitive uses within a road or railway attenuation area	A1 A lot, or a lot proposed in a plan of subdivision, intended for a sensitive use must have a building area for the sensitive use that is not within a road or railway attenuation area.		NA

C12.0 Flood-Prone Areas Hazard Code

Standard	Acceptable Solution	Proposed	Complies?
C12.5 Use Standards			
C12.5.1 Uses within a flood-prone hazard area	A1 No Acceptable Solution.		

Standard	Acceptable Solution	Proposed	Complies?
C12.5.2 Critical use, hazardous use or vulnerable use	A1 No Acceptable Solution.		N/A
	A2 No Acceptable Solution.		
	A3 No Acceptable Solution.		
	A4 No Acceptable Solution.		
C12.6 Development Standards for Buildings and Works			
C12.6.1 Buildings and works within a flood-prone hazard area	A1 No Acceptable Solution.		No – See Report
C12.7 Development Standards for Subdivision			
C12.7.1 Subdivision within a flood-prone hazard area	A1 Each lot, or a lot proposed in a plan of subdivision, within a flood-prone hazard area, must:		

Standard	Acceptable Solution	Proposed	Complies?
	(a) be able to contain a building area, vehicle access, and services, that are wholly located outside a flood-prone hazard area; (b) be for the creation of separate lots for existing buildings; (c) be required for public use by the Crown, a council or a State authority; or (d) be required for the provision of Utilities.		

C14.0 Potentially Contaminated Land Code

Standard	Acceptable Solution	Proposed	Complies?
C14.5 Use Standards			
C14.5.1 Suitability for intended Use	A1 For a sensitive use, or a specified use listed in Table C14.1, the Director, or a person approved by the Director for the purpose of this code: (a) certifies that land is suitable for the intended use; or (b) certifies a plan to manage contamination and associated risk to human health or the environment, so that the land is suitable for the intended use, or		No – See Report

Standard	Acceptable Solution	Proposed	Complies?
	if in relation to redevelopment on land subject to the Macquarie Point Development Corporation Act 2012, the intended use must be in accordance with a certificate that has been or will be granted by an accredited environmental auditor.		
C14.6 Development Standards for Buildings and Works			
C14.6.1 Excavation works, excluding land subject to the Macquarie Point Development Corporation Act 2012	A1 Excavation, excluding on land subject to the <i>Macquarie Point Development Corporation Act 2012</i> , must involve less than 250m ³ of site disturbance.		No – See Report
E2.6.2 Excavation	A1 No acceptable solution.		No See Report
C14.6.2 Redevelopment on land subject to the Macquarie Point Development Corporation Act 2012	A1 Redevelopment of land subject to the <i>Macquarie Point Development Corporation Act 2012</i> must be in accordance with a certificate that has been or will be granted by an accredited environmental auditor.		N/A

Standard	Acceptable Solution	Proposed	Complies?
C14.7 Development Standards for Subdivision			
C14.7.1 Subdivision for sensitive use	<p>A1</p> <p>For subdivision of land, the Director, or a person approved by the Director for the purpose of this code:</p> <p>(a) certifies that the land is suitable for the intended use or development; or</p> <p>(b) certifies a plan to manage contamination and associated risk to human health or the environment, so that the subdivision does not adversely impact on human health or the environment and is suitable for its intended use or development.</p>		N/A

6. PLANNING SCHEME AMENDMENT REQUEST TO ALLOW A TOURIST OPERATION AT 100 CADBURY ROAD CLAREMONT

Author: Strategic Planner (Darshini Bangaru Hyde)
 Qualified Person: Strategic Planner (Darshini Bangaru Hyde)
 Property ID: 2245343

REPORT SUMMARY

Application No.:	PLAM-24/01
Applicant:	ERA Planning & Environment
Owner:	Cadbury Schweppes Pty Ltd
Existing Zoning:	General Industrial, Light Industrial, Environment Management and Open Space Zones
Existing Land Use:	Manufacturing and Processing
Proposal in Brief:	Request for Site Specific Qualification for a Tourist Operation, Community Meeting and Entertainment, and General Retail and Hire at 100 Cadbury Road, Claremont
Representations:	Advertising occurs after amendment is prepared
Recommendation:	Prepare and certify modified planning scheme amendment for the Cadbury Visitor Experience Specific Area Plan, and exhibit for 28 days.

REPORT IN DETAIL

Council has received a planning scheme amendment request to introduce a Site-Specific Qualification to permit a Tourist Operation and associated ancillary uses (Community Meeting and Entertainment, and General Retail and Hire associated with the Tourist Operation) at 100 Cadbury Road, Claremont (the subject site). This site is home to the iconic Cadbury chocolate factory, renowned for its local heritage significance. The proposed uses by the applicant are currently prohibited under the existing zones. The applicant’s amendment aims to enable the future use and development of the site as the ‘Cadbury Visitor Experience’ Tourist operation leveraging the historic factory’s unique social, industrial, and environmental heritage. The applicant’s documentation indicates that the project is anticipated to be a significant \$150 million project attracting over 500,000 visitors to the site annually.

While Council officers support the overall vision of the project, it is considered that the proposed planning mechanism is not appropriate for achieving the desired outcomes or protecting community amenity and values. The applicant's amendment seeks to simply allow these additional uses on the site yet gives no consideration to the potential impacts which would result from this significant future use and development. The planning scheme is not designed to cater for these proposed uses (as they are currently prohibited in the zone) and therefore lacks sufficient provisions relating to these proposed uses. Key site-specific considerations, such as the potential impact on adjoining residential amenity and the protection of the site's significant heritage values must be considered and assessed. These values are fundamental given the site's local and historical importance. It is considered the amendment, in its current form, does not meet the legislative requirements of the *Land Use Planning and Approvals Act 1993* (LUPAA), particularly the need to further Schedule 1 Objectives part 1(b), which requires "fair, orderly, and sustainable use and development of air, land, and water," part 2(f) "to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation" and part 2(g) "to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value."

Further, relying solely on the development provisions of the Local Historic Heritage Code in the planning scheme for the subject proposal, may be insufficient to address the site's unique qualities comprehensively.

To address these issues, Council officers recommend a modified planning scheme amendment in the form of the Cadbury Visitor Experience Specific Area Plan. This revised approach would still achieve the intended project outcomes while establishing a more comprehensive and coherent planning control. The Specific Area Plan aims to set clear guidelines and parameters to facilitate future use and development and ensure orderly planning.

Without these recommended controls, there is a significant risk of adverse impacts, including loss of residential amenity for nearby residents, diminished heritage values, and challenges in approving future development within the heritage-significant landscaped gardens.

The draft amendment, as modified by Council officers, aligns with the requirements of the LUPAA, and its preparation is recommended.

The social, economic and environmental benefits of the officer modified amendment will facilitate future use and development that could:

- Establish an iconic tourist destination within the municipality, with the potential to draw significant visitor numbers;
- Create additional jobs for residents of Glenorchy and Greater Hobart;
- Generate increased revenue for both Council and State through the operation of a major tourism facility; and
- Lead to a future ferry service for patrons as part of the experience, which could reduce car dependency and contribute to environmental sustainability.

The social, economic and environmental consequences of the proposal are:

- The substantial scale of a potential tourist operation could impact the amenity of the adjoining residential zone;
- Potential negative impacts to the historical significance of the Cadbury Industrial Estate and Factory which is listed as a local heritage place, including its landscape qualities and views of the distinctive Cadbury peninsula;
- Potential future increased ferry services could contribute to environmental impacts on the River Derwent (noting that this is a possible future outcome of the proposal and is not a consideration under the amendment per se).

It is considered that Council officer modifications to the draft amendment enables possible negative impacts to be fully assessed, and careful consideration of a future use and development proposal's potential challenges given, and ensure a balanced and sustainable outcome for the community and environment. It is recommended that the planning authority prepare the amendment in its modified form.

If prepared, the following two outcomes must occur:

- The amendment is exhibited for 28 days.
- The Tasmanian Planning Commission (the Commission) will decide whether to approve the amendment, approve the amendment with modifications or reject the amendment.

Any representations to the amendment will be considered at a future Glenorchy Planning Authority meeting, where further modifications can be recommended. In response to the representations, the Planning Authority could also recommend that the Commission does not approve the amendment.

If no representations are received, the senior planning staff have delegation to forward a report to that effect to the Commission.

The Commission will assess and decide on the amendment, based on the issues raised in the representations and the outcomes of any hearings it may hold.

Report Structure

The report is set out as follows:

1. Background

- Site and locality
- Planning Scheme Operation
 - What is a Site-Specific Qualification vs Specific Area Plan
 - Definitions of uses discussed under this application
- Informal Public Consultation undertaken by the applicant

2. Applicant's Proposal

- Applicant's proposed planning scheme amendment request
- Intended future use and development of the site as the Cadbury Visitor Experience

3. Assessment

- Issues with the applicant's proposed planning scheme amendment
- Council Officer's recommendation: a modified planning scheme amendment
- Feedback from the applicant about the recommended amendment and Council officer's response

4. Strategic outcomes and assessment of modified amendment

- Local Strategy, Policy and Impacts
- Regional Strategy and Policy
- State Strategy and Policy
- Statutory considerations

5. Conclusion

1. BACKGROUND

Site and Locality

The land subject to the proposed planning scheme amendment is identified as Certificate of Title 139355/2 and PID 2245343. The site is currently occupied by the operational Cadbury chocolate factory, which is listed as a heritage place of local significance. The eastern portion of the site contains numerous industrial buildings and associated infrastructure, while the western portion is developed as a garden, recognised for its ‘factory in a garden’ heritage values as part of the ‘garden city movement,’ of which Cadbury is an iconic example.

The subject site is situated within the ‘Cadbury Peninsula,’ a prominent landform in the northern part of the Glenorchy municipality. It is approximately 350m east of the Claremont activity centre, bordered by the Derwent Estuary to the south and facing Windermere Bay to the west and the Claremont Golf Course to the east. Figures 1 and 2 below provide aerial imagery showing the site’s location and its immediate context.



Figure 1: Aerial image showing the location of the site on the Cadbury Peninsula



Figure 2: Aerial image of the site within the surrounding context

Site characteristics and adjoining land

Zoning: The site comprises an irregularly shaped lot, consisting of three parcels of land (all under a single title) separated by Cadbury Road and Bournville Crescent. It is subject to split zoning, with the following distribution: 63% General Industrial Zone, 11% Light Industrial Zone, 15% Environmental Management Zone, and 11% Open Space Zone. A zoning map of the area is provided below in Figure 3. Surrounding the site, to the north are residential properties within the General Residential Zone and land zoned for Recreation, featuring the Claremont Oval, while to the west is the Claremont foreshore reserve adjacent to a large block at 36 Cadbury Road, Claremont, which is zoned Inner Residential. To the east, the site borders the Claremont Golf Course.



Figure 3: Zoning map of the site and surrounding area with legend

Topography: The site features relatively flat topography where the factory buildings are situated, but slopes steeply towards the Derwent Estuary. Contours rise to 26m to the northwest and east, above the estuary, with a distinct 18m saddle near the Windermere Bay edge. A contour map of the site is provided below in Figure 4. When viewed from Knights Point, located to the south of the site (as shown in Figure 2 above), the peninsula rises up from the Derwent Estuary with the factory buildings, silos, and chimneys prominently positioned atop the ridge, as depicted in Figure 5 below. Further analysis on landform and views are discussed in the Visual Qualities assessment under **Attachment 1**.

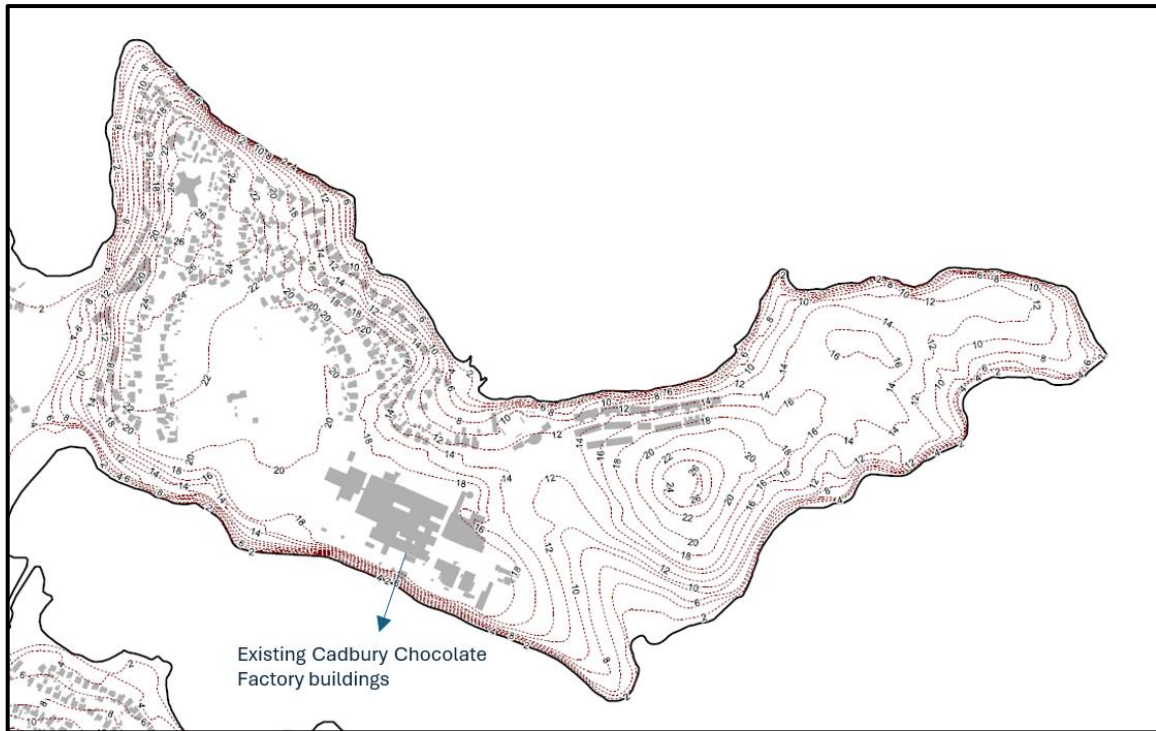


Figure 4: Topography of the Cadbury peninsula



Figure 5: View of the Cadbury Chocolate Factory from across the Derwent estuary from Knights Point (Source: Cadbury Industrial Estate- Visual Qualities Review, Leigh Wooley)

Code Overlays: The site is subject to a number of Code overlays under the Tasmanian Planning Scheme – Glenorchy (TPS-G) as follows.

- Coastal Erosion Hazard Code (low and medium hazard bands);
- Coastal Inundation Hazard Code (low, medium and high hazard bands);
- Flood-prone Hazard Areas Code;
- Landslip Hazard Code (medium hazard band);
- Local Historical Heritage Code; and
- Natural Assets Code (waterway and coastal protection areas, priority vegetation areas and future coastal refugia areas).

These areas are shown in Figure 6 below.



Figure 6: Applicable Code overlays over the site (Source: ERA Planning Submission, 4 Nov 2024)

Existing use and development

The current use of the site is approved as a 'Manufacturing and Processing' use, and the site is an EPA (Environment Protection Authority) regulated premises. The site comprises industrial buildings located to the east, within the General Industrial zoned area; the factory car park to the north, within the Light Industrial zoned area; and an open space garden setting to the west of the factory buildings. An aerial image of the site, showing its existing development and landscaped gardens, is provided below in Figure 7. While the site does not have any formal public tracks or trails, there are two existing, unsealed walking tracks within the property, as well as a shared-use bike and walking track that connects to public paths to the south. These have historically been used by the local community, although the tracks traverse private land.



Figure 7: Aerial image of the site showing existing development and landscaped gardens

Heritage Values

Historic Heritage: The site is listed as a local heritage place GLE-C6.1.24 – Cadbury Industrial Estate – Factory under GLE-Table C6.1 Local Heritage Places within the TPS - G. The heritage features of the site include its locally listed factory and associated picturesque garden setting, landscaped tree-lined approaches and boundaries including the former Cadbury branch line rail formation. The heritage place serves as a landmark and played a key role in the development of Claremont. In a broader context, the site is surrounded by heritage dwellings including the former Cadbury spur-line rail formation, and the former primary school site at 36 Cadbury Road which mark the entrance to the Cadbury estate.

The Statement of Local Historic Heritage Significance and Historic Heritage Values for the place under GLE-C6.1.24 provides further details about the site's significance and

key features including the emphasis on the 'industry in the garden setting'. Further details regarding heritage are discussed in the referral from Council's Heritage Officer under **Attachment 1**. Some of the heritage elements are highlighted under Figure 8, and Photos 1 – 6 show images of these features.



Figure 8: Key (not limited to) heritage attributes within the subject site



Photo 1 and 2: Cadbury factory buildings

Photo 3: Clock tower



Photo 4: Check lodge at the historical main entry

Photo 5: Tree lined avenue to the historical main entry to the factory, also showing the walking/ bicycle tracks used by the community



Photo 6: View of the factory buildings from the Windermere Bay foreshore playground (Source: Cadbury Industrial Estate- Visual Qualities Review, Leigh Wooley, Oct 2024)

Aboriginal Heritage: A search of the Aboriginal Heritage Tasmania (AHT) website indicates the potential presence of registered Aboriginal relics at the subject site. The AHT referral further notes that several Aboriginal heritage sites are recorded within the area. Additionally, the broader Derwent Estuary is recognised for its cultural significance, with Aboriginal heritage recorded along the foreshore and surrounding areas, both in disturbed and undisturbed contexts.

Environmental values

The subject land is largely modified from its natural state and is classified as modified land under the TASVEG 4.0 database. There are no threatened native vegetation communities, or no recorded instances of threatened fauna or flora species on the subject land. The site however contains code overlays such as the Priority Vegetation overlay, and consists of other vegetation that reflect European heritage and are integral to the site's historical significance.

Social and Economic Values

The site holds significant social and cultural value due to its heritage and the application of "garden city principles." The gardens, including walking and bicycle tracks, are also used by the local community which add social values to the site. For further details on its social and cultural significance, please refer to Heritage Referral response in **Attachment 1**.

Additionally, the site is of considerable economic value, primarily due to its industrial role in manufacturing Cadbury chocolate, and it provides significant employment.

Infrastructure

The site is fully serviced by TasWater for reticulated water and sewerage. It includes three existing vehicle access points along Cadbury Road and Bournville Crescent. While the site lies within the Urban Growth Boundary, it is outside of areas designated for densification as defined under the Southern Tasmanian Regional Land Use Strategy (STRLUS). A Metro bus stop is conveniently located near the main vehicular entrance to the site. Additionally, there are two unsealed public walking tracks within the property, along with a shared-use bike and walking track.

Planning Scheme Operation

What is a Site-specific Qualification vs Specific Area Plan

The planning scheme includes different types of planning tools, which operate in different ways.

The applicant has proposed a Site-Specific Qualification (SSQ), while Council officers are recommending a Specific Area Plan (SAP). The reasons for this in relation to this project are explained in more detail later in this report. This section provides a brief generic explanation of what these two different types of controls are and how they operate in general.

Both SSQs and SAPs allow for provisions that apply to a particular area of land. Both controls are required to satisfy the same legislative requirements in order to be approved for inclusion in a Local Provisions Schedule (LPS) the local part of a planning scheme.

An SSQ applies to an individual site and provides a separate row in a table (see Figure 9) for each separate modification being sought to a zone or code applying to the site. Typically, an SSQ is used for a single change such as allowing an additional use that would otherwise not be allowed in the zone. SSQs are generally suited to simple scheme changes that do not include the application of several standards to the one site.

GLE-Site-specific Qualifications				
Reference Number	Site reference	Folio of the Register	Description (modification, substitution or addition)	Relevant Clause in State Planning Provisions
GLE-8.1	625 Main Road, Berriedale	61255/2	An additional Discretionary Use Class for this site is: Vehicle Fuel Sales and Service.	General Residential Zone – Clause 8.2 Use Table
GLE-8.2	52 Creek Road, Moonah	29605/1	An additional Discretionary use for this site is: Hotel Industry	General Residential Zone – Clause 8.2 Use Table
GLE-9.1	8-10 Main Road, Claremont	64165/1	Additional Discretionary Use Classes for this site are: (a) Service Industry if for motor repairs; and (b) Vehicle Fuel Sales and Service.	Inner Residential Zone – Clause 9.2 Use Table

Figure 9 - Format of SSQs in the TPS – G

A SAP on the other hand provides a more sophisticated planning control that allows for use and development standards that modify or replace the zone and/ or code standards, as well as allowing for different uses to be included. A SAP includes a Plan Purpose, details of how it applies, and allows for use standards, and development standards and subdivision standards, as well as other provisions such as definitions. A SAP is appropriate where the additional use and associated development may entail additional impacts that are not accounted for in the underlying zone or code provisions. The format of a SAP allows for several standards to be introduced for that specific area and for these controls to be read wholistically.

<prefix>-<number>-0 <name> Specific Area Plan

<prefix>-<number>-1 Plan Purpose

The purpose of the <name> Specific Area Plan is:

<prefix>-<number>-1.1 <purpose statement>

<prefix>-<number>-1.2 <purpose statement>

<prefix>-<number>-2 Application of this Plan

<prefix>-<number>-2.1 The specific area plan applies to the area of land designated as Specific Area Plan on the overlay maps [and in Figure S.1].

<prefix>-<number>-3 Local Area Objectives

<prefix>-<number>-3.1 Local Area Objectives

Sub-clause	Area Description	Local Area Objectives

<prefix>-<number>-4 Definition of Terms

<prefix>-<number>-4.1 In this Specific Area Plan, unless the contrary intention appears:

Terms	Definition

<prefix>-<number>-5 Use Standards

<prefix>-<number>-5.1 <Title>

Objective:		
Acceptable Solutions	Performance Criteria	
A1	P1	

<prefix>-<number>-7 Development Standards for Buildings and Works

<prefix>-<number>-7.1 <Title>

Objective:		
Acceptable Solutions	Performance Criteria	
A1	P1	

<prefix>-<number>-8 Development Standards for Subdivision

<prefix>-<number>-8.1 <Title>

Objective:		
Acceptable Solutions	Performance Criteria	
A1	A2	

<prefix>-<number>-9 Tables

Figure 10 - Format of SAPs in the TPS (Source: State Planning Provisions – LP1.0 Local Provisions Schedule Requirements)

Definitions of uses discussed under this application

Under Clause 6.2, the TPS-G defines the uses proposed in this planning scheme amendment request as follows:

Tourist Operation	Means use of land specifically to attract tourists, other than for accommodation. Examples include a theme park, visitor centre or interpretation centre, wildlife park and zoo.
Community Meeting and Entertainment	Means use of land for social, religious and cultural activities, entertainment and meetings. Examples include an art and craft centre, place of worship, cinema, civic centre, function centre, library, museum, public art gallery, public hall and theatre, community centre and neighbourhood centre.
General Retail and Hire	Means use of land for selling goods or services or hiring goods. Examples include an adult sex product shop, amusement parlour, beauty salon, betting agency, bottle shop, cellar door sales, commercial art gallery, department store, hairdresser, market, primary produce sales, local shop, shop, shop front dry cleaner and supermarket.

Informal Public Consultation undertaken by the applicant

The proponent conducted their own informal community consultation with the local community on 9 December 2024, which is above the requirements for a planning scheme amendment request. Consultation information has been included in the application package under **Attachment 4**. The consultation information provides further details on the discussion summary, highlighting the community's general support for the project. However, some community members raised concerns about issues such as noise impacts, traffic and existing road infrastructure, and public access to the parklands.

It should be noted that, should the Glenorchy Planning Authority decide to prepare this planning scheme amendment, the consultation information will be forwarded to the Commission along with the application package; however, a formal statutory advertising period of 28 days will also be required. Any stakeholder wishing to make a formal representation would need to submit a separate representation during the advertising period for consideration by the GPA and the Commission.

2. APPLICANT'S PROPOSAL

Applicant's proposed planning scheme amendment request

The amendment proposed by the applicant seeks to add a Site-Specific Qualification (SSQ) to the Glenorchy Local Provisions Schedule (Glenorchy LPS), as shown in the extract under Figure 11. The proposal is to facilitate a future Cadbury Visitor Experience at the site. As such it seeks to allow the following additional uses, which are otherwise prohibited in the respective zones:

- Tourist Operation, Community Meeting and Entertainment, and General Retail and Hire uses as additional discretionary uses within the General Industrial Zone (GIZ) with the qualification “where part of a visitor experience associated with the Cadbury chocolate factory”; and
- Tourist Operation and General Retail and Hire uses as additional discretionary uses within the Light Industrial Zone (LIZ) with the qualification “where providing for car parking as part of a visitor experience associated with the Cadbury chocolate factory”.

Reference Number	Site reference	Folio of the register	Description (modification, substitution or addition)	Relevant Clause in State Planning Provisions
GLE-C19.2	100 Cadbury Road, Claremont	39355/2	Additional Discretionary use classes for this site are:	General Industrial Zone – clause 19.2 Use Table
			<ul style="list-style-type: none"> • Community Meeting and Entertainment; • General Retail and Hire; and • Tourist Operation: With the qualification of “where part of a visitor experience associated with the Cadbury chocolate factory” 	
			Additional Discretionary use classes for this site are:	Light Industrial Zone – clause 18.2 Use Table
			<ul style="list-style-type: none"> • General Retail and Hire; and • Tourist Operation: With the qualification of “where providing for car parking as part of a visitor experience associated with the Cadbury chocolate factory” 	

Figure 11: Proposed amendment by the applicant to include a SSQ in the Glenorchy Local Provisions (Source: ERA Planning Submission, 4 Nov 2024)

Note: The format used by the applicant to present the SSQ (as shown in Figure 11 above) does not align with the required format for inclusion in the LPS. The correct format would involve creating a new row, GLE-18.1, for the Light Industrial Zone, followed by another row GLE-19.2 for the General Industrial Zone.

Intended future use and development of the site as the Cadbury Visitor Experience

The Planning Submission by the applicant, included as **Attachment 4**, outlines the intended future use and development of the Cadbury Visitor Experience. The proposal is conceptual only at this stage, as no application for use or development is included in the current planning scheme amendment application.

Mondelēz Australia, who has owned and operated the Cadbury factory in Claremont since the 1920s, intend to reestablish a visitor experience at the site—a location that was once a major Tasmanian tourist attraction. Public tours of the factory, which were subservient to the ‘Manufacturing and Processing’ use of the factory ceased in 2008 due to safety regulations, and the integrated visitor centre (which was part of the factory buildings complex) closed in 2016. At its peak, the factory drew 150,000

visitors annually, contributing to Tasmania’s visitor economy. The visitor tours happened within the existing factory buildings.

The proposed Cadbury Visitor Experience, which would be a separate development (including new buildings), would feature a “boutique chocolate production line” and “immersive attractions”, including:

- A time tunnel showcasing Cadbury’s century-long heritage.
- An arboretum with live cocoa trees.
- A “Chocolate Lab” offering hands-on tastings and quality control experiences.
- A build-your-own chocolate bar experience.
- Unique dining and shopping opportunities.
- Additional retail areas, playgrounds, gardens, and other visitor amenities.

The proposal indicates that visitors are expected to primarily arrive via a 25-minute ferry ride from Hobart, with plans for a new visitor experience building, an upgraded jetty, and a connecting walkway. Community events and scenic parkland activities are also envisioned in the gardens. The described use fits under the definition of *Tourist Operation* as defined under the TPS-G.

While no formal concept plans for development have been submitted as part of this planning scheme amendment request, conceptual images are available to the public online and through social media platforms. The project seeks to balance tourism with factory operations, preserving the site’s historical and cultural significance. Some images available online are below which demonstrate the vision of the project, noting that these images are currently conceptual only.



Figure 12: Aerial image of the site indicating the area being considered (highlighted in blue) for the future visitor experience excluding associated jetty infrastructure (Source: Response to further information statement, ERA, 4 Nov 2024). Note, the proposed amendment would apply to the whole site.



Factory Control Room



Chocolate Lab



Chocolate Studio



Chocolate Central



Chocolate Lounge



Chocolate Emporium



Time Tunnel



Parkland Playground

Figure 13: Conceptual images of the vision for the Cadbury Visitor Experience
(Source: <https://www.chocolateexperienceatcadbury.com.au/>)

3. ASSESSMENT

Issues with the applicant's proposed planning scheme amendment

Council officers support the overall intent of the amendment and the future use and development it is seeking to facilitate at the site. However, the applicant's proposal to simply introduce new uses on the site through a Site-Specific Qualification (SSQ) does not enable the appropriate assessment and management of the potential impacts of what could be a significant use and development on the site.

Council officers have questioned why three use classes need to be introduced, given the proposed qualification, when Tourist Operation would be an effective 'umbrella' use class for the subservient uses (based on the applicant's proposed qualification). It is also considered the amendment, in the form proposed by the applicant, does not meet the legislative requirements of the *Land Use Planning and Approvals Act 1993* (LUPAA), particularly the need to further Schedule 1 Objectives part 1(b), which requires "fair, orderly, and sustainable use and development of air, land, and water," part 2(f) "to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation" and part 2(g) "to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value."

These concerns with the proposed planning scheme amendment are discussed below.

Subservient Uses:

The applicant's Planning Submission (**Attachment 4**) outlines the proposed visitor experience as primarily aligning with the definition of the 'Tourist Operation' use class. The submission highlights that the retail component is reasonably considered 'ancillary and subservient' to the *Tourist Operation* use class. The submission also notes that parts of the facility would be available for private bookings as a function centre and for community events or social activities. Accordingly, the applicant proposes the *General Retail and Hire* and *Community Meeting and Entertainment* uses have the qualification: "where part of a visitor experience associated with the *Cadbury chocolate factory*." The submission claims that, to avoid ambiguity around what constitutes subservient use and to minimise future approval risks, it is preferable to seek qualified discretionary use status for these additional uses. The proposed use qualification — "where part of a visitor experience associated with the *Cadbury chocolate factory*" — is intended to minimise approval risks, align with the factory's operations, and ensure flexibility while addressing potential uncertainties.

While Council officers support the primary *Tourist Operation* use proposed for the site, it is considered that any associated retail activities, events, or social activities should remain subservient to the main *Tourist Operation* use. As such, these components would be categorised within the same use class as the *Tourist Operation* as stipulated under Clause 6.2.2 of the TPS-G which states "A use or development that is directly associated with and a subservient part of another use on the same site must be categorised into the same Use Class as that other use." Therefore, the additional *General Retail and Hire* and *Community Meeting and Entertainment* uses are not supported as permissible standalone uses as part of this amendment.

Instead, Council officers recommend that the Plan Purpose statement within the Cadbury Visitor Experience SAP under proposed GLE-S15.1 clearly establish that the SAP facilitates the *Tourist Operation* use and all ancillary and subservient uses within the SAP area.

Use & Development:

The applicant has stated that the proposed amendment focuses solely on introducing new allowable uses within the industrial zones and does not propose any changes to existing development standards. The applicant advised that no development is currently proposed, and therefore there is no reasonable basis for Council to reconsider the development standards applying to the site. The applicant claims that the land remains primarily zoned General Industrial, accommodating a major 24-hour industrial operation, with provisions already in place that allow large-scale industrial development.

Essentially, the applicant's proposed amendment seeks to introduce a new use that has no controls with respect to hours of operation, lighting or vehicle movement.

Therefore, while the applicant's request pertains specifically to allowing a new use, any associated development implications arising from the new use must also be considered in determining whether the change to the planning scheme is appropriate and whether the change will result in 'fair, orderly and sustainable' planning, promote a pleasant living environment and consider places of heritage value, as required under the objectives of LUPAA.

Additionally, if the proposal solely aims to facilitate a use prohibited within the zone, Clause 7.4 of the TPS-G, *Change of Use of a Place Listed on the Tasmanian Heritage Register or a Local Heritage Place*, permits such a use to be considered as discretionary. This applies to places listed as Local Heritage Places and subject to the Local Historic Heritage Code, such as the subject site. The documentation provided clearly indicates that the proposed new use is intended to enable future development associated with it.

The modified control, recommended by Council officers, the Cadbury Visitor Experience SAP incorporates both use and development standards. The use standards are designed to assess and mitigate any amenity impacts caused by the new *Tourist Operation* use on the adjacent residential zone and ensure the primary industrial focus of the site is retained. The development standards focus on managing the implications of non-industrial development within the factory's garden, particularly in relation to heritage values which are heavily focused on the principles of "industry in a garden" philosophy.

Standards needed to protect residential amenity

Council's Environmental Health Officer indicated broad support for the proposal; however, concerns were raised about protecting residential amenity due to conflicting zoning (industrial abutting residential), insufficient control mechanisms, and potential new emissions. The Environmental Health Officer advised that to manage the additional uses not typically seen in the General Industrial Zone, a management mechanism is required. The Environmental Health Officer recommended the inclusion of new use standards for the *Tourist Operation* use which could be adopted from zones

like the *Major Tourism Zone* to manage impacts on nearby residential areas, such as hours of operation, lighting, and vehicle movements. The detailed Environmental Health referral response is in **Attachment 1**.

Ideally a General Industrial Zone would not border a General Residential Zone; however, this site is unique due to its historical association with the Cadbury factory. It is reasonable to assume that the surrounding area and residents are accustomed to emissions from the long-established factory. This is also mitigated in part by the expansive garden setting of the factory, and in part through the factory's regulation by the Environment Protection Authority¹, outside of the planning scheme.

A new use within the footprint of the garden setting could potentially undermine the role of the garden in mitigating the factory use. Further, a Tourist Operation use would not form a Level 2 Activity and as such, would not be subject to regulation by the Environment Protection Authority.

It is also noted that concerns about noise and other amenity impacts were raised by the community during the applicant's informal consultation event.

An argument can be made that the site could have other industrial uses allowed in the zone that cause greater amenity impacts to the adjacent residential zone. However, C9.0 Attenuation Code in the TPS-G would be applied to industrial uses where sensitive uses are in close proximity, to enable assessment of potential emissions from industrial developments within the General Industrial Zone and their impacts on residential amenity and vice versa. However, Code C9.0 would not be applicable for the *Tourist Operation* use (or the proposed *Community Meeting and Entertainment* and *General Retail and Hire* uses), which could introduce new challenges not covered by the current planning scheme. Given that the new use(s) would also not be regulated as a Level 2 activity by the EPA, this leaves a gap for considering amenity impacts to the residential area that is in close proximity to the new use(s).

As the applicant is seeking to change Council's Local Provisions Schedule there is a need to ensure that any planning scheme amendment promotes the *health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation* in line with the objectives of LUPAA.

Therefore, it is recommended that the amendment be modified to include additional standards to address amenity impacts to balance the ability of the new use to function within the General Industrial Zone while safeguarding adjacent residential amenity.

Standards needed to address siting of buildings, structures and landscape elements

Council's Heritage Officer emphasised the unique historical and cultural significance of the Cadbury industrial estate, which exemplifies the 'garden-city principles' and the 'industry in the garden' philosophy, as outlined in the Statement of Local Historic Heritage Significance and Historic Heritage Values for the site under GLE-C6.1.24 of the TPS-G. The statement clearly highlights the critical importance of the site's

¹ The factory is a Level 2 Activity subject to an Environmental Protection Notice (EPN) issued under the *Environmental Management and Pollution Control Act 1994*. The EPN includes conditions relating to noise emissions, as well as other matters.

landscape and garden values, where the future development is anticipated to be located. The Heritage Officer referral is included in **Attachment 1**.

There are potential limitations in relying solely on the C6.0 Local Historic Heritage Code of the TPS-G for assessing a future development application, particularly concerning the siting and setting of new structures within the landscaped areas that have historic value. To address this, a new control has been recommended by the Heritage Officer, to establish clear parameters for the Cadbury Visitor Experience future development. The recommended control aims to improve the project's chances of success by addressing potential conflicts with some existing SPP provisions in the Heritage Code that may impede a coherent assessment or approval process. This is further discussed in the referral response under **Attachment 1**. The new control would ensure alignment with the estate's heritage values, protects its iconic open space and views, and provides greater clarity and certainty for future development.

Referrals

Detailed Referral responses, including a notice of no objection from TasWater, were received from relevant stakeholders and are included in **Attachment 1**. While the key elements of the Environmental Health Officer and Heritage Officer referrals have been discussed above, the remaining referrals are summarised below.

Internal referrals: The proposal was also considered by Council's Senior Transport Engineer who indicated support for the proposed planning scheme amendment. They advised that the existing controls under the SPPs are sufficient to assess any future development application. Under the C3.0 Road and Railway Assets Code of the TPS-G, if the current car park usage increases by more than 20%, then the road authority can request further information on how pedestrians will cross the road and consider possible upgrades required. The SPPs include controls to consider all other traffic, access and parking requirements.

External referrals: Responses primarily relate to the future development and would need to be further considered as part of any future planning application.

It is worth noting that the Derwent Estuary Program (DEP) emphasised that infrastructure and natural values within the Windermere Bay require careful consideration in future development. DEP advised that future development must consider the ferry activity and potential implications on sensitive seagrass and saltmarsh ecosystems, risk of erosion along bay's soft foreshore which could be exacerbated by continuous ferry activity, and the need for future boardwalk infrastructure through the saltmarsh to be resilient to ferry wake impacts. As such DEP advised that future development must carefully consider ferry access and jetty depth, avoid dredging due to environmental risks, and ensure ferry vessel design minimises wake energy and its environmental effects.

Council Officers' recommendation: A modified planning scheme amendment

To address concerns about impacts on residential amenity and heritage values and ensure the amendment clearly furthers the Schedule 1 objectives, Council officers have proposed a modified draft amendment incorporating the Cadbury Visitor Experience Specific Area Plan (Cadbury Visitor Experience SAP) which is under **Attachment 3**. This alternative control achieves the applicant's intended outcomes for

the site while introducing clear and robust parameters to safeguard surrounding residential amenity and protect the site's heritage significance. Details of this recommendation and reasoning are outlined below.

Elements of the Cadbury Visitor Experience SAP

The key components of the Cadbury Visitor Experience SAP are:

- **Applicability:** The SAP would apply to the entirety of the lot at 100 Cadbury Road, Claremont (CT 139355/2).
- **Tourist Operation Use:** The SAP proposes to introduce the *Tourist Operation* use, including *ancillary uses directly associated with and subservient to the Tourist Operation* use, as a discretionary use within the General Industrial-zoned land with the qualification "associated with the Cadbury Chocolate Factory." Additionally, car parking for the *Tourist Operation* use is provided for within the Light Industrial-zoned portion of the site.
- **Excluded Uses:** The SAP does not allow *Community Meeting and Entertainment* or *General Retail and Hire* as standalone uses within the zones. Instead, such uses will be considered ancillary and directly associated with the *Tourist Operation* use when part of the visitor experience.
- **Existing Permissible Uses:** The SAP does not alter existing qualifications or controls for uses currently permissible within the General Industrial or Light Industrial zones.
- **Environmental Management and Open Space Zones:** The SAP does not introduce or modify controls for land within the Environmental Management or Open Space zones on the site.
- **New Use Standards:** The SAP introduces use standards specific to the *Tourist Operation* use within the General Industrial Zone to address potential impacts on the residential zone within 50 metres of the site. These include controls on operating hours, external lighting, and commercial vehicle movements, aligning with similar controls in zones where such a use is permissible.

The SAP also includes a new use standard to ensure that the *Tourist Operation* use does not adversely impact the site's primary industrial function for which it is zoned. While the Discretionary Uses standard under the Clause 19.3.1 of the General Industrial Zone includes consideration of whether a discretionary use may compromise the industrial activities on the surrounding properties, it does not include consideration of how a non-industrial use may impact on an existing industrial activity within the site.

- **Heritage Considerations:** The SAP replaces the existing heritage provision related to the siting of buildings and structures under the Heritage Code with a tailored control. This control specifically addresses the key heritage elements relevant to the site.

The recommended draft planning controls are in **Attachment 3**.

Feedback from the applicant about the recommended amendment and Council officer's response

The proponent and applicant consulted with Council prior to lodging the application, receiving preliminary feedback in September 2023 that raised concerns about the proposed planning tool (the simple SSQ to introduce a new use) to achieve the intended outcome. The planning scheme amendment request was then formally lodged in September 2024, at which point Council officers issued a Request for Further Information, reiterating concerns about the applicant’s proposed planning tool for the future use and development. The applicant responded to the request (response included in **Attachment 4**) with minimal changes to the proposed amendment.

While Council officers are not opposed to the proposed concept, there are concerns that the applicant’s amendment request does not adequately manage the introduction of the new use with respect to residential amenity impact and how the future project is likely to be assessed with respect to heritage impacts. A modified planning control (the draft Cadbury Visitor Experience SAP) was prepared to address these concerns shared with applicant. The applicant was given the opportunity to collaborate with Council officers to refine an appropriate SAP that aligns with the future vision while addressing the raised concerns. Further refinements were made based on the feedback received, but Council officers maintain that the modified amendment offers a more robust planning control. A summary of the issues raised, and Council officers' responses is provided below

	Issues raised by applicant	Council Officer’s response
1.	Concerned about replacing the proposed SSQ with a SAP, as the original request aimed to keep the amendment narrow and limited to what was necessary to override the SPPs.	While allowing a new use not permitted in the underlying zones may offer regional economic benefits, it is essential to balance this with the potential impacts the future Tourist Operation could have on local community amenity and heritage values. In determining whether a change to Council’s local control are appropriate, the full and future impacts of the proposal must be considered and appropriate controls included to ensure an adequate level of assessment (as occurs all other use and development under the planning scheme).
2.	Applicant’s original request has been effectively denied, with Council instead proposing its own amendment. This approach appears inconsistent with S38 of LUPAA, adding unnecessary delays and increasing the risk of an	The applicant's original request has not been denied. Section 40F(2)(b) of LUPPA provides that if a planning authority determines that it is not satisfied that the draft amendment does not meet the LPS Criteria, then it must modify the draft so that it

	unfavourable outcome before the Commission.	meets the requirements and then certify it. Council officers have raised concerns that the submitted application did not sufficiently address the LPS criteria with respect to Schedule 1 objectives of LUPAA relating to residential amenity and heritage. Council officers support the future vision for the site and are therefore recommending a modified planning control that allows for the realisation of that vision while ensuring a thorough assessment of any future development proposal to minimise potential impacts.
3.	Concerned that Council's proposed amendment is inconsistent with the LPS criteria, particularly section 32(4) of LUPAA.	A detailed explanation on how the recommended modified amendment meets S32(4) is included in Attachment 2 .
4.	Concerns that the proposed discretionary use status with qualifications for the Community Meeting and Entertainment, and General Retail and Hire use classes is not supported. While these uses could be considered ancillary to the Tourist Operation use class, this approach risks parts of the proposal being deemed prohibited later. There is no planning issue with including these use classes as discretionary with the requested qualifications, and Council's rigid approach fails to account for the importance of minimising risks for the proponent.	As the applicant notes, the additional uses of Community Meeting and Entertainment, and General Retail and Hire associated with the visitor centre would be subservient uses (as discussed in the above 'Subservient Uses' section of this report). Therefore, it is recommended that only the Use Class of Tourist Operation is included in the amendment.
5.	Concerned about the inclusion of the 'heritage' standard, as it could prohibit the proposal and the requirement for a Conservation Management Plan (CMP) exceeds the scope of the intended proposal. A CMP evaluates the entire site, imposing management obligations beyond the proposal, including the factory. This approach is	Council's Heritage Officer has advised that the existing special (Heritage) provisions applicable for a use of a Local Heritage Place that would otherwise be Prohibited [General Provisions - Clause 7.4.3 (d)] state that the planning authority must have regard to any conservation plan prepared by a suitably qualified person. The

	<p>unnecessary, as the existing code already requires a Heritage Impact Statement at the DA stage. A link to what is a 'Conservation Management Plan and Heritage Impact Statement' was provided.</p>	<p>reason for this is that any development arising from a use that is prohibited must demonstrate that it is appropriately responsive to the heritage values of the Place (and not the other way around). Translation of that requirement to the proposed new SAP control is, therefore, entirely consistent with 'bar' set in relation to prohibited use of a heritage place in the SPPs as currently set out. Given the unique nature of the Cadbury Industrial Estate, it is entirely reasonable and appropriate to expect that any and all proposed use and development associated with the Cadbury Chocolate Experience is designed so as to be appropriately and positively responsive to the open space setting of the Cadbury Factory and the key attributes contained therein, including but not necessarily limited to those shown in Figure 8 above. Reference to third party interpretations of when conservation plans/conservation management plans are to be applied, including those in other jurisdictions (WA), is considered unnecessary and irrelevant in this context since the basis for imposition of this requirement exists in a parallel standard in the SPPs. In objective consideration of the applicant's concerns expressed in response to the draft control, the initial wording of the control referencing a conservation management plan has been re-phrased to make it specific to the area earmarked for the proposed use and development thereby removing any confusion in relation</p>
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		<p>to the extent or scope of work required.</p> <p>A Heritage Impact Statement is not a mandatory requirement of the Local Historic Heritage Code and in fact rarely forms the subject of additional information requests issued by Council because this level of review is routinely performed by the Heritage Officer when assessing Planning Applications against the applicable standards for heritage in the SPPs.</p>
<p>6.</p>	<p>Conflation of heritage and landscape matters, and Council not having undertaken prior strategic work to demonstrate the existence of landscape values through an independent process. Instead, Council has taken an ad hoc response from a consultant, which specifically targeted this development. This is particularly concerning given the leading nature of the brief provided to the consultant.</p>	<p>While Council officers acknowledge the lack of previous strategic work to address landforms and landscape values comprehensively, opportunities like this—when significant proposals are presented—are used to identify and protect key values. In this case, officers recognise the importance of the site and its key views, which is why the consultant brief was drafted accordingly and subsequently confirmed by the consultant. The views of the estate are particularly significant due to their heritage values and alignment with Cadbury’s ‘industry by mountain and sea’ philosophy. Given the overlap in criteria for assessing heritage and visual values, a single control addressing both matters is considered the most appropriate approach.</p>

4. STRATEGIC OUTCOMES AND ASSESSMENT OF MODIFIED AMENDMENT

The following assessment is based on the modified amendment as recommended by Council officers.

Local Strategy, Policy and Impacts:

Strategy and Policy

City of Glenorchy Community Plan 2015 – 2040

The draft amendment also aligns with key goals of the City of Glenorchy Community Plan, adopted by Council in 2015, as follows:

- *Building Image and Pride*: Showcasing the city's pride and ensuring it is recognised by others.
- *Making Lives Better*: Fostering a safe, inclusive, active, healthy, and vibrant community, with a focus on becoming a hub for multiculturalism, arts, and culture.
- *Valuing Our Environment*: Enhancing and valuing both the natural and built environment.
- *Open for Business*: Building a strong economy and creating jobs for the future by encouraging business diversity, innovation, and new technologies. This will stimulate creativity, collaboration, and growth, making Glenorchy a place where businesses can establish, thrive, and flourish.

Strategic Plan

The municipal strategic plan, Glenorchy Strategic Plan 2023–2032, guides the City's vision and objectives. The draft amendment aligns with several of the objectives within the Strategic Plan and supports its vision by fostering a forward-thinking approach that encourages investment and job creation while ensuring the protection of the site's iconic heritage values. This site represents a significant cultural and historical asset, fostering a strong sense of belonging within the municipality and across Tasmania. The draft amendment ensures these values are appropriately safeguarded for the future. **Attachment 2** includes an assessment against the *Glenorchy Strategic Plan 2023-2032*.

Infrastructure Impacts

The subject land is fully serviced, with any necessary upgrades to existing infrastructure to be addressed as part of future development at the planning permit application stage, should the amendment be approved. Referrals to relevant authorities, including TasWater and TasNetworks, will be undertaken as required during the planning permit assessment process, and any conditions imposed by these agencies will be incorporated into the planning permit.

Traffic increases and potential impacts on the local road network from increased visitor activity will also be assessed during the planning permit application stage. This will be done in accordance with the applicable standards within the planning scheme for any future development proposal.

Environmental Impacts

The officer modified draft amendment per se is not expected to result in any negative environmental impacts. The site is subject to code overlays that ensure consideration of potential impacts on relevant environmental features, including natural values, the coastal environment, and any hazards.

Amenity Impacts

The officer modified draft amendment incorporates specific provisions to safeguard the surrounding residential amenity. It also ensures that the new *Tourist Operation* use will not interfere with or negatively impact the site's primary industrial use, consistent with its zoning.

Social and economic impacts

The officer modified draft amendment includes controls to ensure the site's heritage values are appropriately preserved, safeguarding an iconic local heritage place that holds deep cultural significance and evokes fond memories for many. This preservation reinforces the site's role in fostering a strong sense of belonging and cultural identity.

Facilitating the development of the site as a *Tourist Operation* is anticipated to deliver substantial social and economic benefits. It will create numerous job opportunities during both the construction and operational phases while contributing significantly to the economy of Greater Hobart and strengthening Tasmania's tourism industry.

Regional Strategy and Policy

For the amendment to be approved, compliance with the *Southern Tasmania Regional Land Use Strategy 2010-2035* (STRLUS) must be demonstrated. **Attachment 2** provides a detailed assessment of the draft amendment against the relevant STRLUS policies.

The amendment aligns with the STRLUS in the following ways:

- It supports the introduction of a new tourism use while safeguarding and enhancing the distinctive local features and character of the subject land.
- It offers a tailored approach to protecting the site's cultural values, specifically designed to preserve its unique heritage elements. This approach contributes to maintaining the site's character, cultural significance, sense of place, historical context, and its broader regional importance.
- It minimises potential impacts caused by the new use on both the existing use and surrounding land uses, ensuring a harmonious integration within the area.

State Strategy and Policy

The officer modified draft amendment furthers the objectives in Schedule 1 of LUPAA, by promoting sustainable and orderly development of a significant tourism use to fit in within an industrial site and the surrounding residential area. **Attachment 2** includes an assessment against the objectives of Schedule 1 of LUPAA and the State Policies.

While the amendment will not result in any direct impacts on water quality, any future development applications that are submitted to Council can be conditioned to manage water quality during development and promote consistency with the *State Policy on Water Quality Management 1997*.

The subject site is within the coastal zone and subject to the *State Coastal Policy 1996*. However, there are mechanisms in place within the TPS-G which enable consideration and regulation of development within the coast via the code overlays. The officer modified draft amendment retains all existing planning controls for the coast, ensuring ongoing compliance with the objectives, principles, and outcomes of the *State Coastal Policy 1996*. Additionally, existing regulatory mechanisms governing ferry and boat transport in the Derwent Estuary administered by other authorities will continue to apply. The amendment is therefore considered consistent with this Policy.

The draft amendment permits a new *Tourist Operation* use at the site, which is not considered sensitive. However, any contamination issues will be addressed under the C14.0 Potentially Contaminated Land Code. Relevant regulations, including stormwater provisions, the Natural Assets Code, Attenuation Code, and environmental legislation, will continue to apply to manage air and water quality impacts. The proposal aligns with the National Environmental Protection Measures.

Statutory considerations

Section 32 of LUPAA provides for the contents of a Local Provisions Schedules (LPS), and Section 34 outlines the LPS Criteria. **Attachment 2** provides a detailed assessment of the officer modified draft amendment against the requirements of these provisions. The officer modified draft amendment is considered to satisfy all the listed considerations and meet the LPS Criteria.

Section 32(4) LPS Criteria

The officer modified draft amendment must satisfy the requirements under Section 32(4) of LUPAA as it proposes the introduction of SAP to the Glenorchy LPS. It is considered that the recommended amendment for the new Cadbury Visitor Experience SAP will fulfill both Section 32(4)(a) and (b), as outlined in **Attachment 2**. In brief, the draft amendment will enable the development of a significant *Tourist Operation*, expected to generate considerable economic benefits, create jobs, and attract over 500,000 visitors annually, contributing \$120 million to the State's and regional economy. As such, it is deemed to provide substantial social and economic benefits to the State, region, and municipality, thereby satisfying Section 32(4)(a).

The site is unique, being in a General Industrial Zone (GIZ) immediately adjoining a residential area, with a prominent position on the Cadbury Peninsula overlooking the River Derwent, with significant local heritage value. Given these factors, additional provisions beyond the standard SPPs are required to protect the site's character and adjoining uses, visual prominence, and historical significance, fulfilling the criteria of Section 32(4)(b).

CONCLUSIONS ON THE AMENDMENT

The applicant's proposed planning scheme amendment seeks to introduce a new SSQ to allow a *Tourist Operation, Community Meeting and Entertainment Use, and General Retail and Hire* uses within the Light and General Industrial Zones at 100 Cadbury Road, Claremont, home to the iconic Cadbury Chocolate Factory. It seeks to facilitate a future use and development proposal to reinstate the Cadbury visitor tours previously conducted within the factory, though the new proposal is of a larger scale, and intended to occur outside the factory within the heritage-listed landscaped gardens. The potential future development is expected to generate significant economic benefits, create jobs, and contribute to the State's tourism economy.

While the overall intent of the project is supported by Council officers, modification of the amendment to introduce additional controls is recommended to address potential amenity impacts on the adjacent residential zone and to better protect the heritage values of the site. Further, the proposed *Community Meeting and Entertainment* and *General Retail and Hire* uses are seen as ancillary to the primary *Tourist Operation* and

do not need to be specified within the control. To ensure orderly and well-considered development, council officers have prepared a modified amendment comprising the draft Cadbury Visitor Experience Specific Area Plan.

It is assessed that the amendment recommended by Council officers is consistent with the objectives and other requirements of the *Land Use Planning and Approvals Act 1993*, the tenor of the Tasmanian Planning Scheme - Glenorchy and is consistent with the Southern Tasmanian Regional Land Use Strategy and State policies.

Recommendation:

1. That pursuant to Section 40D (a)(i) of the *Land Use Planning and Approvals Act 1993*, the Planning Authority agrees to prepare planning scheme amendment PLAM-24/01 to the Glenorchy Local Provisions Schedule to introduce the Cadbury Visitor Experience Specific Area Plan for the site at 100 Cadbury Road, Claremont as shown in **Attachment 3**, which includes the following modifications to the applicant's request:
 - (a) Deletion of use classes of General Retail and Hire, and Community Meeting and Entertainment.
 - (b) Conversion of the planning control from a Site-Specific Qualification into a Specific Area Plan.
 - (c) Inclusion of use standards relating to residential amenity and protection of industrial uses on the site.
 - (d) Inclusion of a development standard relating to heritage to consider the siting of buildings, structures and landscape elements.
2. That having decided to prepare the amendment, the Planning Authority certifies pursuant to Section 40F of the *Land Use Planning and Approvals Act 1993* that the draft amendment meets Section 34 LPS Criteria of the *Land Use Planning and Approvals Act 1993*.
3. That, in accordance with Section 40G of the *Land Use Planning and Approvals Act 1993*, the Planning Authority places the amendment on public exhibition for a period of 28 days.

Attachments/Annexures

1 Attachment 1 – Internal & External Referrals



2 Attachment 2 – Statutory assessment -PLAM-24-01



3 Attachment 3 – Amendment documents



4 Attachment 4 – Applicant s application package

