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**Cc:** [redacted]
**Subject:** Substitute Draft Planning Scheme Amendment PSA-LLP0011 to the Tasmanian Planning Scheme - Launceston Local Provisions Schedule
**Attachments:** 21.281 - Draft Amendment PSA-LLP0011 - Response to TPC Supplementary Information Request - Final.pdf

Chief Executive Officer

**SUBMISSION - PSA-LLP0011**

Please acknowledge this email as written support for the above substitute amendment. We attach for your consideration information that was provided to the TPC in support of rezoning 10 Dolerite Drive to Local Business.

Please do contact me should any additional information be required.

Regards,

George

6ty°

**George Walker**

Director | CEO

**Measured form and function**

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# RESPONSE TO SUPPLEMENTARY INFORMATION REQUEST



*Launceston*
*Draft Amendment PSA-LLP0011*
*and Permit DA0124-2023*
*10 Dolerite Drive, Kings Meadows*

**Tasmanian Planning Commission**

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Version: 1, Version Date: 22/09/2026

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# Executive Summary

This statement has been prepared in response to the request from the Tasmanian Planning Commission for further submissions regarding the suitability of applying the Local Business Zone to the site and whether that zoning outcome satisfies the requirements of section 34(2) of the *Land Use Planning and Approvals Act 1993*.

The evidence[1] demonstrates that the south-western Kings Meadows locality has undergone significant residential and employment growth over the past two decades through the expansion of the Connector Park Industrial Precinct and the development of the Mount Pleasant and Oakden Park residential estates. Despite this growth, the primary catchment remains without a neighbourhood-scale supermarket or comparable convenience retail facility capable of meeting the day-to-day needs of residents, workers and visitors.

The assessment concludes that the site is well suited to the application of the Local Business Zone. The site occupies a highly accessible interface location between established residential communities, the Connector Park Industrial Precinct and the surrounding transport network and exhibits the characteristics of a local service location capable of supporting local-scale retail, business and service activities.

The statement also concludes that application of the Local Business Zone satisfies the relevant criteria contained within section 34(2) of the Act. In particular, the proposed Local Business zoning outcome is considered to be, as far as practicable, consistent with the Northern Tasmania Regional Land Use Strategy and the intent of RAC-P9. The evidence demonstrates a clear community need, a strong relationship with the Connector Park employment precinct and an overall social and economic benefit for the surrounding community.

Importantly, the Local Business Zone contains specific statutory provisions directed towards protecting the activity centre hierarchy and ensuring that future retail development does not compromise or distort the role and function of existing activity centres. As a result, the Local Business zone provides an appropriate statutory mechanism through which the strategic intent of RAC-P9 can be implemented and maintained through future development assessment.

Having regard to the evidence as a whole, it is concluded that the Local Business Zone provides an appropriate and strategically sound planning framework for the site and represents a suitable planning response to the established needs and characteristics of the surrounding residential and employment catchment.

[1] that has been submitted to date as part of the draft amendment.



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# 1. Introduction

This supplementary statement (**statement**) has been prepared in response to the Tasmanian Planning Commission's (**Commission**) request for further submissions following the hearing into Draft Amendment PSA-LLP0011 and associated development application DA0124/2023 relating to land at 10 Dolerite Drive, Kings Meadows (**site**).

Specifically, the Commission has requested further consideration of:

- the suitability of applying the Local Business Zone to the subject land; and
- whether application of the Local Business Zone would satisfy the Local Provisions Schedule (**LPS**) criteria contained within section 34(2) of the *Land Use Planning and Approvals Act 1993* (**Act**).

In its correspondence, the Commission have indicated a preliminary view that a convenience retail facility intended to serve the adjoining industrial area and surrounding residential catchment can be justified. The Commission has also indicated a preliminary view that the proposed Site-Specific Qualification (**SSQ**) may not satisfy section 32(4)(a) and (b) of the Act and sought submissions regarding the suitability of applying the Local Business Zone to the site.

This statement has been prepared having regard to those matters.

The planning rationale underpinning the draft amendment is founded on the evolution of the locality in which the site is situated over approximately the last two decades. During this period, the south-western Kings Meadows locality has undergone significant residential and employment growth through the establishment and consolidation of the Connector Park Industrial Precinct, the development of the Mount Pleasant and Oakden Park residential estates and subsequent residential subdivision within the broader catchment.

Retail evidence prepared by Urban Enterprise identifies that the primary catchment population was estimated at approximately 1,034 residents in 2021 and projected to increase to approximately 1,522 residents upon completion of identified residential development. Subsequent updates to the retail assessment indicate that the primary catchment population has continued to grow and is now estimated to comprise approximately 1,795 residents.

Furthermore, the primary catchment is not solely residential in nature. It includes the Connector Park Industrial Precinct, which has evolved into a significant employment and trade hub containing a substantial daily worker population, together with visitors and passing trade associated with the activities embedded within the industrial precinct. As a consequence, the catchment comprises both a permanent residential population and a substantial transient employment and visitor population that collectively generate demand for local convenience retail services.

Notwithstanding this growth, no neighbourhood-scale supermarket or comparable convenience retail facility has been established within the primary catchment. In this regard, the evidence demonstrates that the residential and employment catchment has expanded considerably while local convenience retail provision has remained absent. The primary purpose of the draft amendment has therefore been to address an identified deficiency in local convenience retail services and improve access to day-to-day shopping opportunities for residents, employees and visitors within the catchment.

Accordingly, this statement considers the purpose and intended application of the Local Business Zone having regard to the characteristics of the site, the characteristics of the surrounding primary catchment, the demonstrated need for local convenience retail services and the requirements of section 34(2) of the Act.



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# 2. Local Business Zone and the Role of Local Convenience Retailing

## 2.1 Overview

The Local Business Zone (**zone**) provides a planning framework for business, retail, professional, community and service activities that meet the day-to-day needs of local communities. The purpose of the zone recognises that urban areas require access to a range of conveniently located goods and services and that appropriately scaled commercial activities play an important role in supporting the functionality, accessibility and liveability of surrounding communities.

The zone is intended to accommodate a broad mix of local-scale commercial and service activities, including retailing, food services, business and professional services, community facilities and other uses that contribute to the economic and social functioning of an area. General Retail and Hire, Food Services and Business and Professional Services are specifically identified as core use classes within the zone, by virtue of having a 'No Permit Required' statues within the corresponding use table (Table 14.2).

## 2.2 Strategic Importance of Local Convenience Retailing

Convenience retailing is one of the principal functions facilitated by the zone.

Convenience retailing differs from higher-order retail formats in that it is focused on the provision of everyday goods and services required on a frequent and recurring basis. Typical convenience retail activities include supermarkets, grocery stores, pharmacies, takeaway food premises, cafés and other retail and service businesses that support day-to-day living.

The significance of convenience retailing extends beyond the simple provision of retail floorspace. From a land use planning perspective, convenience retailing contributes to the accessibility, efficiency and liveability of urban communities by ensuring that residents, workers and visitors can access essential goods and services within reasonable proximity to where they live, work and travel.

The Northern Tasmania Regional Land Use Strategy (**NTRLUS**) recognises the importance of planning for population growth, changing settlement patterns and the provision of services necessary to support sustainable and liveable communities. To this extent, the NTRLUS notes that it must be responsive to the changes, challenges and opportunities that will influence Northern Tasmania over the coming decades[2] and establishes economic development, liveability and integrated land use planning as fundamental regional planning objectives[3].

In particular, Goal 1 of the Regional Strategic Planning Framework seeks *to facilitate economic development and productivity through integrated land use and infrastructure planning*[4], while Strategic Direction G1.2 promotes a coordinated approach to infrastructure, transport and land use planning and Strategic Direction G1.3 seeks to provide appropriately zoned and serviced land to support employment and commercial activity[5]. Collectively, these provisions recognise that access to services, employment opportunities and supporting infrastructure is critical to sustaining regional growth and prosperity.

The NTRLUS further recognises that high levels of liveability are a key competitive advantage for Northern Tasmania. In this regard, the NTRLUS identifies *quality of life* advantages as a significant

[2] Page 4, NTRLUS.
[3] Pages 8 - 10, NTRLUS.
[4] Page 9, NTRLUS.
[5] Pages 9 - 10, NTRLUS.



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attraction for both people and businesses[6] and acknowledges that *liveable communities, offering a high quality of life and that support health and wellbeing* are essential to attracting investment, supporting a skilled workforce and strengthening community wellbeing[7]. The NTRLUS also identifies sustained regional population growth as a key opportunity for the region[8] and notes that Northern Tasmania continues to attract residents seeking access to major facilities and services[9]. A strong implication of the NTRLUS is that planning must respond to population and employment growth by ensuring communities are supported by appropriately located services, infrastructure and employment opportunities that contribute to their ongoing liveability and functionality.

Building on this theme, the NTRLUS identifies sustained population growth as a significant opportunity for Northern Tasmania and notes that the region continues to attract residents seeking access to employment, services and lifestyle advantages. The NTRLUS recognises that growth will continue to influence settlement patterns, demand for services and infrastructure requirements across the region. In this context, the NTRLUS emphasises the importance of planning for appropriately located services, infrastructure and employment opportunities to ensure that growing communities remain functional, well serviced and liveable.

Within this context, local convenience retailing performs an important community and economic function. In addition to providing access to everyday goods and services, convenience retail facilities contribute to the accessibility, efficiency and functionality of urban areas by:

- providing convenient access to routine shopping needs and supporting local employment opportunities;
- reducing the need for longer vehicle trips to access essential goods and services and improving the efficiency of daily travel patterns;
- supporting the self-sufficiency of residential and employment catchments and contributing to the liveability and functionality of surrounding communities.

These outcomes align closely with the objectives of the NTRLUS, which promotes economic development, integrated land use planning, local employment opportunities and the provision of appropriately located services and business activity to support the needs of growing communities.

## 2.3 Summary

The Local Business Zone is an important component of the broader land use planning framework on the basis that it provides a mechanism through which local-scale business, retail, service and employment-generating activities can be established to support the needs of surrounding communities.

A key function of the zone is to facilitate the provision of conveniently located goods and services that contribute to the accessibility, liveability and economic functioning of urban areas. Local convenience retailing is one example of this broader role, providing day-to-day goods and services that support residents, workers and visitors while contributing to local employment and reducing the need for longer trips to access routine shopping needs.

When viewed in the context of the broader objectives of the NTRLUS, the Local Business Zone provides an important planning tool for supporting growing communities through the provision of appropriately located services, employment opportunities and commercial activities. In doing so, it contributes to the creation of more accessible, functional and self-sufficient urban areas and assists in ensuring that communities are supported by the goods, services and infrastructure necessary to meet their day-to-day needs.

[6] Page 8, NTRLUS.
[7] Page 12, NTRLUS.
[8] Page 10, NTRLUS.
[9] Page 8, NTRLUS.



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# 3. Suitability of the Site for Local Business Zone

## 3.1 Overview

The suitability of the Local Business Zone should be considered in the context of the location of the site, its relationship to surrounding land uses and the role it is capable of performing within the primary catchment. The zone is intended to accommodate local-scale retail, business and service activities that support the day-to-day needs of surrounding communities. In assessing its application to the site, it is therefore relevant to consider whether the characteristics and accessibility of the site and surrounding catchment support that function. Having regard to these matters, the site exhibits a number of attributes that make it well suited to the application of the Local Business Zone.

## 3.2 Site characteristics

The site occupies a strategic position within the south-western Kings Meadows locality at the interface of established residential areas, the Connector Park Industrial Precinct and the broader transport network. It is situated between the Mount Pleasant and Oakden Park residential estates and the Connector Park employment area, with direct access to the principal road connections that serve both communities.

Over the past two decades, the surrounding locality has experienced substantial residential and employment growth through the continued development of the Mount Pleasant and Oakden Park residential estates and the expansion of the Connector Park Industrial Precinct. As a result, the site is now located within a well-established urban catchment that accommodates a significant resident population, a substantial daily workforce and ongoing visitor activity. Its position within this broader urban structure therefore provides a high level of accessibility and exposure to existing daily movement patterns generated by residents, workers and visitors.

A defining characteristic of the site is its ability to serve multiple components of the primary catchment. Unlike land located wholly within a residential area or wholly within an industrial precinct, the site is positioned to provide a direct interface between these areas. Its location provides convenient access to established residential estates whilst also being readily accessible to the substantial workforce and business activity concentrated within the adjoining industrial area. The site therefore functions within a broader catchment context than would typically be associated with a neighbourhood-based location.

The strategic significance of this relationship is reinforced by the evidence, which identifies a substantial and growing catchment population, a significant concentration of employment activity and an absence of local convenience retail and service provision within the immediate locality. These characteristics collectively establish a clear relationship between the site and the day-to-day needs of the surrounding community. Accordingly, the site exhibits the attributes of a local service node, being highly accessible, centrally positioned relative to its primary catchment and capable of accommodating business, retail and service activities that support the routine needs of people already living, working and travelling within the locality.

These characteristics arise from the established pattern of urban development surrounding the site rather than from any proposed development outcome. The accessibility, visibility and relationship of the site to surrounding land uses and position within an established residential and employment catchment are enduring attributes that distinguish it from surrounding industrial land and support its suitability for a planning framework intended to facilitate local-scale business, retail and service activities. In this respect, the Local Business Zone would appropriately reflect both the functional role the site is capable of performing and the broader characteristics of the locality within which it is situated.



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## 3.3 Potential for Sensitive Uses and Land Use Compatibility

Application of the Local Business Zone introduces the potential for a broader range of uses than those currently contemplated under the Light Industrial Zone, including certain uses that are regarded as more sensitive to surrounding activities. However, the likelihood of the site being developed for residential accommodation, educational facilities or similar sensitive uses is considered low having where consideration is given to the characteristics of the site and surrounding land use context.

To this extent, while the Local Business Zone provides limited restrictions on the establishment of residential and other sensitive uses, the site itself presents a number of factors that are likely to discourage such development for sensitive use. In this regard, the site is located at the interface of the Connector Park Industrial Precinct and is directly influenced by the operational characteristics of an established employment area, including industrial traffic, freight movements and commercial activity. It is also bounded by two significant transport corridors, being the Midland Highway and Kings Meadows Link, which generate high traffic volumes, heavy vehicle movements and associated noise throughout the day and evening.

These characteristics do not prevent sensitive uses from establishing on the site. However, they significantly diminish the desirability of the site for uses that typically seek a quieter, safer and more protected environment, such as residential accommodation, schools, child care centres and similar facilities. Conversely, these same characteristics are highly advantageous for retail, business and service activities that benefit from accessibility, visibility, exposure to passing traffic and proximity to both residential and employment catchments.

Relevantly, the Local Business Zone remains a mixed employment and service-based zone, accommodating a range of commercial and industrially-related activities in addition to retail uses. As such, application of the zone does not fundamentally alter the established employment character of the locality nor create a planning outcome that is principally directed towards sensitive land uses.

In practical terms, the role, accessibility and operating environment associated with the site are likely to continue directing development towards business, retail and service activities rather than residential or other sensitive uses. While the potential for such uses exists in theory, the site characteristics themselves provide a highly probable constraint on their establishment. Consequently, the potential for land use conflict arising from future sensitive uses is considered low to very low and are not considered to represent a significant impediment to application of the Local Business Zone at the site.



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# 4. Section 8A Guidelines

The Tasmanian Planning Commission's Guideline No. 1 - Local Provisions Schedule (LPS): Zone and Code Application, issued under section 8A of the Act (**Section 8A Guidelines**), is relevant to the assessment of the proposed application of the Local Business Zone to the site. While the Section 8A Guidelines do not form part of the statutory assessment criteria under section 34 of the Act and do not operate as a separate test for determining the draft amendment, they provide useful guidance regarding the intended application of zones within the Tasmanian Planning Scheme and the circumstances in which particular zoning outcomes may be appropriate.

The Section 8A Guidelines are particularly relevant in the context of this assessment because they assist in interpreting the strategic role and intended function of the Local Business Zone and provide guidance on the circumstances in which its application may be appropriate. In doing so, they provide an important contextual source when considering whether the Local Business Zone represents a suitable planning framework for the site having regard to its characteristics, role and relationship to the surrounding locality.

Accordingly, the Section 8A Guidelines have been considered as a supporting strategic and interpretive document that assists in informing the assessment of zone suitability. However, they are not relied upon as determinative requirements in their own right. The primary consideration remains whether application of the Local Business Zone to the site represents an appropriate planning outcome and whether it satisfies the relevant requirements of section 34(2) of the Act.

## 4.1 Consistency with the Section 8A Guidelines - Strategic Purpose

The Section 8A Guidelines identify that the primary purpose of the Local Business Zone is to provide for business, retail, administrative, professional, community and entertainment functions that meet the needs of a local area. The zone is therefore intended to facilitate local-scale service and employment activities that support surrounding communities and provide access to day-to-day goods and services.

The evidence demonstrates that the intended function of the site aligns directly with this purpose. The proposed supermarket and associated local business activities are intended to serve the everyday needs of residents, employees and visitors within the primary catchment of the site and respond to a demonstrated deficiency in local convenience retail provision. The draft amendment is therefore consistent with the purpose contemplated by the Local Business Zone.

## 4.2 Strategic Need and Local Service Function

The retail evidence prepared by Urban Enterprise demonstrates that the primary catchment has experienced substantial residential and employment growth over an extended period. Growth associated with the Mount Pleasant and Oakden Park residential estates, continuing residential expansion within the broader catchment and the development of the Connector Park Industrial Precinct has generated a sizeable local population and worker catchment.

Despite this growth, no neighbourhood-scale supermarket or comparable convenience retail facility has been established within the primary catchment. The proposed Local Business Zone would facilitate a local service function that responds directly to this identified need and improves access to day-to-day retail services for the surrounding community.

Relevantly, the planning rationale is not directed toward the creation of a higher-order retail destination or competing activity centre. Rather, it seeks to provide local convenience retail services that support the existing residential and employment catchment.



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## 4.3 Strategic Planning Intent and Council Endorsement

The Section 8A Guidelines recognise that the Local Business Zone may be appropriate where there is a strategic intention to expand retail or business activities, or where detailed local strategic analysis supports the proposed zoning outcome and that analysis is endorsed by the planning authority. In particular, LBZ4(b) contemplates application of the zone where strategic analysis demonstrates a need for local business activities and supports the role and function proposed for the land.

In this instance, the role of the site and the need for local convenience retail services within the catchment have been the subject of detailed planning, retail and economic analysis. That work has examined the growth of the surrounding residential and employment catchment, the existing pattern of retail provision and the capacity for a neighbourhood-scale supermarket to operate without compromising the activity centre hierarchy. The retail evidence has also been independently reviewed and considered through Council's assessment of the draft amendment.

A consistent finding emerging from that work is that the surrounding locality has developed incrementally over an extended period through the expansion of the Connector Park Industrial Precinct and the growth of the Mount Pleasant and Oakden Park residential areas. Whilst this growth has resulted in a substantial residential and employment catchment, it has occurred without the establishment of a local convenience retail offering capable of meeting the day-to-day needs of residents and workers. The strategic and retail evidence therefore identifies a deficiency in local service provision that has emerged as a consequence of the manner in which the locality has evolved.

Whilst the site is not specifically identified within a local strategy as future Local Business-zoned land, Council's support for the amendment following consideration of the planning, retail and economic evidence is indicative of a broader acceptance that the site is capable of performing a local retail and service function. Viewed in this context, Council's position suggests that the site is considered an appropriate location through which the identified deficiency in local convenience retail services may be addressed.

Accordingly, the proposed application of the Local Business Zone is supported by both detailed strategic analysis and a planning authority position that is consistent with the site performing a local business and service role within the broader Kings Meadows locality. These circumstances align closely with the strategic intent of LBZ4(b) and support the suitability of the Local Business Zone applying to the site.

## 4.4 Suitability of the Site for Local Business Activities

The site possesses a range of characteristics that support its function as a local business and service location.

It occupies a highly accessible position between established residential neighbourhoods and the Connector Park Industrial Precinct and is directly connected to the Kings Meadows Link and Midland Highway transport corridors. As a consequence, the site is capable of servicing both the resident population and the substantial daily worker population that exists within the catchment.

The visibility, accessibility and relationship of the site to surrounding urban development provide a logical basis for accommodating local retail, food service, professional service and other business activities contemplated by the zone which serve a local function. These characteristics are consistent with the role and function anticipated by the Local Business Zone.



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## 4.5 Relationship to the Regional Activity Centre Network

Whilst the site is not located within a designated activity centre identified in the NTRLUS, this does not preclude application of the Local Business Zone.

The Section 8A Guidelines do not limit the zone exclusively to recognised centres within the activity centre hierarchy. Rather, they acknowledge that the zone may be applied where there is a strategic intention supported by local strategic analysis and endorsed by the planning authority.

Furthermore, the planning, retail and economic evidence establishes an identified need for a convenience retail facility to serve the surrounding residential and employment catchment. That conclusion has been reinforced through the assessment and review process undertaken to date.

In this regard, the Local Business Zone provides a recognised statutory framework specifically intended to accommodate local-scale retail and service functions.

## 4.6 Summary

Having regard to the purpose and application guidance contained within the Section 8A Guidelines, the Local Business Zone is considered to provide an appropriate and strategically robust zoning framework for the site.

The proposed zoning is supported by demonstrated retail need, detailed strategic analysis, planning authority endorsement and the locational characteristics of the site. It would facilitate local business and convenience retail services that respond to the needs of the surrounding residential and employment catchment and is therefore consistent with both the purpose and intended application of the Local Business Zone.



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# 5. RAC-P9 - NTRLUS

## 5.1 Policy Context

RAC-P9 of the NTRLUS establishes the principal policy framework for assessing retail and commercial development occurring outside the established Regional Activity Centres Network. The policy seeks to discourage out-of-centre development that may undermine the activity centre hierarchy or integrated transport system, while recognising that such development may be appropriate where it responds to a demonstrated need, supports existing employment areas and delivers a net community benefit.

While RAC-P9 is expressed in the context of development assessment, its underlying policy intent is equally relevant to the proposed application of the Local Business Zone to the site. The purpose of the draft amendment is to facilitate a limited local convenience retail offering within an established employment precinct and growing residential catchment. Accordingly, it is necessary to consider whether the zoning outcome, and the retail activity it is intended to enable, is consistent with the objectives of RAC-P9.

In this regard, the key considerations are whether the proposed Local Business Zone responds to an identified community need, whether it would adversely affect the role and function of existing activity centres, whether it demonstrates a complementary or synergistic relationship with the Connector Park Industrial Precinct employment hub, and whether the overall social and economic benefits justify the proposed out-of-centre retail outcome. Each of these matters are addressed below.

## 5.2 Community Need

The evidence demonstrates a clear community need for a local convenience retail facility within the catchment served by the site. The surrounding locality has changed substantially over the last two decades through the establishment and growth of the Connector Park Industrial Precinct and the development of the Mount Pleasant, Oakden Park, Dundas Street, Sienna Place and Gudvar Street residential areas.

Urban Enterprise estimates that the primary catchment population has increased from approximately 1,034 residents in 2021 to approximately 1,795 residents in 2026, with further growth anticipated as remaining residential development is completed. This resident population is supplemented by the daily worker and visitor population associated with Connector Park.

Despite this growth, no neighbourhood-scale supermarket or comparable convenience retail facility has been established within the primary catchment. The site is therefore capable of addressing an existing service gap by providing day-to-day retail access for residents, employees and visitors already located within, or regularly travelling through, the primary catchment.

## 5.3 No Adverse Impact on Existing Activity Centres

The evidence does not identify an adverse impact on existing activity centres of a kind that would undermine the Regional Activity Centres Network. The proposed retail function is local and convenience-based, rather than a higher-order retail destination.

The Urban Enterprise evidence identifies the existing retail hierarchy and concludes that the scale and nature of the proposed supermarket can be supported without materially affecting the role or function of existing centres. The assessment also distinguishes impacts on individual traders from impacts on activity centres. For RAC-P9 purposes, the relevant matter that arises is not whether an individual business may experience competition, but whether the proposal would adversely affect the role, function or viability of an existing activity centre.



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On the evidence, the Local Business Zone would enable a local service function that complements the surrounding residential and employment catchment without creating a new higher-order activity centre or altering the established activity centre hierarchy.

## 5.4 Synergy with the Connector Park Employment and Visitor Hub

The site has a strong functional relationship with the Connector Park Industrial Precinct. The precinct is an established employment and trade hub containing a range of industrial, commercial and large-format activities, including Bunnings and other trade-related businesses.

A local convenience retail facility at the site would support that employment hub by providing workers, business operators, customers and visitors with convenient access to food, groceries and everyday services before, during and after work. This is a synergistic relationship because the retail use supports the functioning and amenity of the employment precinct rather than competing with, displacing or constraining industrial activity.

The position of the site on the south-western perimeter of the Connector Park Industrial Precinct is also relevant. The site occupies a transitional location between the industrial precinct and the surrounding residential areas of Mount Pleasant Estate and Oakden Park and is directly accessible from Kings Meadows Link and Dolerite Drive. Residents of Mount Pleasant Estate already utilise Dolerite Drive and the broader Connector Park road network as part of existing daily travel patterns when accessing the wider transport network, employment areas and services beyond the estate (south of the residential estate). Consequently, access to the site would largely be derived from established vehicle movements already occurring within the locality, rather than introducing a new traffic function into the industrial precinct.

The location of the site allows convenient access for residents, workers and visitors without drawing significant volumes of general customer traffic deeper into the industrial area. Instead, it is positioned to intercept existing travel movements occurring between Mount Pleasant Estate, Oakden Park, the Connector Park Industrial Precinct and the broader Kings Meadows area. This interface position supports a complementary relationship between the proposed local retail function and the surrounding employment precinct, enabling the site to serve both the resident population and daily workforce while maintaining the operational function of the broader industrial area. In this respect, the site functions as a logical local service node located at the edge of the employment precinct rather than a destination retail use located within its core.

## 5.5 Integrated Transport Network

The site is highly accessible from the existing transport network, being located near Kings Meadows Link and the Midland Highway. Each corridor already carries substantial traffic movements and provide the site with strong exposure to existing trips.

The evidence indicates that a material proportion of trade is expected to be generated from people already travelling through the locality, including residents, workers, visitors to Connector Park and passing traffic. The proposal therefore has the potential to capture existing movements rather than generate entirely new destination-based travel.

The site is also associated with planned pedestrian and cycling infrastructure connecting Mount Pleasant Estate, Oakden Park and Kate Reed Reserve. This strengthens the relationship between the site, the surrounding residential catchment and the broader active transport network.



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## 5.6 Social and Economic Impact Assessment

The economic evidence prepared by Urban Enterprise and reviewed by Colliers provides the type of assessment contemplated by RAC-A12. That evidence considers catchment population, retail expenditure, supportable floorspace, market share, impacts on existing centres and net community benefit.

The assessment identifies that the proposed supermarket is supportable within the catchment and would generate local employment and value-add outcomes. It would also improve access to day-to-day goods and services for a growing residential and employment catchment that presently lacks a comparable convenience retail facility.

The social benefit is also evident. In this regard, the Local Business Zone would facilitate a use that improves local access to essential goods, supports workers in the industrial precinct, reduces the need for longer routine shopping trips and improves the overall functionality and liveability of the surrounding urban area.

## 5.7 Relationship Between the Local Business Zone and RAC-P9

An important consideration in assessing consistency with RAC-P9 is that the policy objective of protecting the Regional Activity Centres Network is not only expressed within the NTRLUS, but is also directly reflected within the structure and operation of the Tasmanian Planning Scheme.

The purpose of the Local Business Zone expressly recognises the importance of maintaining the integrity of the activity centre hierarchy, requiring that the type and scale of use and development within the zone [to] *not compromise or distort the activity centre hierarchy*[10]. This demonstrates a clear policy linkage between the strategic intent of RAC-P9 (amongst other broader regional activity centre policies and actions) and the statutory controls that apply to the Local Business Zone.

This policy intent is not confined to the purpose statement of the zone. Clauses 14.3.2 and 14.3.3 establish specific assessment mechanisms intended to ensure that retail and commercial activities do not undermine the established retail hierarchy. Clause 14.3.2 requires discretionary uses to demonstrate that they will not compromise or distort the activity centre hierarchy, having regard to the characteristics of the site, the size and scale of the proposed use, the functions of surrounding activity centres and the extent of any impacts on those centres.

Similarly, Clause 14.3.3 specifically addresses retail impacts and requires General Retail and Hire and Bulky Goods Sales uses exceeding 250m$^2$ to demonstrate that they will not compromise or distort the activity centre hierarchy. In assessing this outcome, consideration must be given to whether the proposal broadens commercial and retail choice, the extent of impacts on other activity centres and any relevant local area objectives.

These provisions effectively represent the statutory implementation of the strategic intent embodied in RAC-P9. Whereas RAC-P9 seeks to discourage out-of-centre development that would adversely affect the activity centre network, clauses 14.3.2 and 14.3.3 provide the operational planning controls through which that objective is assessed and enforced at the development application stage.

This is an important consideration in the context of the proposed application of the Local Business Zone to the site. To this extent, even if the zone were applied, retail and commercial development on the site would not occur without further assessment against the relevant use standards of the planning scheme. Any further supermarket proposal (beyond which is captured within the permit associated with the draft amendment), expansion of retail floorspace, or future retail development would be required to demonstrate compliance with the retail impact and activity centre hierarchy provisions contained within the zone.

[10] Zone Purpose Statement 14.1.2, Local Business Zone.



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Accordingly, application of the Local Business Zone does not create an unrestricted opportunity for retail development. Rather, the zone contains specific statutory provisions that require future retail proposals to be assessed against their potential impact on the activity centre hierarchy, ensuring that the scale, nature and function of retail development remains consistent with a local service role and does not compromise the role and function of existing activity centres.

In practical terms, the Local Business Zone works consistently with the intent of RAC-P9. In this regard, RAC-P9 seeks to ensure that out-of-centre retail development does not adversely affect the activity centre hierarchy, while the Local Business Zone contains assessment provisions that require future retail and commercial development to demonstrate that it will not compromise or distort that hierarchy. As a result, applying the Local Business Zone to the site retains the existing protections for the activity centre network established by the NTRLUS and ensures that any future retail development is assessed against those considerations.



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# 6. S34(2) LUPAA

The following assessment addresses each of the criteria in s.34(2) of the *Land Use Planning and Approvals Act 1993* in the context of the proposed application of the Local Business Zone to the site. The assessment draws upon the preceding assessment within this statement in addition to existing information and evidence that has been submitted as part of the draft amendment to date.

## 6.1 S34(2)(a)

In my opinion, the draft amendment satisfies section 34(2)(a) of the Act.

The draft amendment in the form of applying the Local Business Zone to the site does not seek to remove, alter or displace any mandatory State Planning Provision (**SPP**). Rather, it proposes the application of a zone expressly contemplated by the Tasmanian Planning Scheme (**TPS**) framework and supported by the SPPs. The amendment would continue to operate within the established structure of the TPS and would retain the full operation of all relevant SPPs including applicable codes, use standards and development standards.

The proposed Local Business Zone is a standard zone available under the TPS and its application would not result in any inconsistency with the mandatory content required to be included within the Launceston Local Provisions Schedule.

Accordingly, I am satisfied that the amendment contains all provisions required by the SPPs.

## 6.2 S34(2)(b)

In my opinion, the amendment is in accordance with section 32 of the Act.

The draft amendment will no longer seek to introduce a Site-Specific Qualification under section 32(3). Rather, it proposes the application of the standard Local Business Zone to the site through the Local Provisions Schedule (**LPS**) framework established by the State Planning Provisions.

Section 32(2) expressly contemplates that an LPS may contain maps, overlays and provisions providing for the spatial application of SPPs to particular land. The amendment operates in precisely this manner by applying an existing State Planning Scheme zone to a defined parcel of land within the municipal area.

Relevantly, the draft amendment no longer seeks to modify, substitute or add to the provisions of the SPPs. Nor does it rely upon the exceptional circumstances contemplated by section 32(4) for the application of a Particular Purpose Zone, Specific Area Plan or Site-Specific Qualification. Instead, the draft amendment utilises an established zone available within the TPS and applies that zone to land which exhibits the characteristics and intended function contemplated by the Local Business Zone.

The draft amendment therefore remains consistent with the structure and operation of the LPS framework envisaged by section 32 of the Act. It represents the spatial application of an existing planning control, rather than the creation of a bespoke planning control that would apply only to the site.

Furthermore, the evidence demonstrates that the intended role of the site is to accommodate local-scale retail, business and service activities that support the surrounding residential and employment catchment. The Local Business Zone is specifically intended to provide a statutory framework for those activities and therefore represents an appropriate planning mechanism through which that role may be facilitated.

Accordingly, I am satisfied that the amendment is in accordance with section 32 of the Act and therefore satisfies section 34(2)(b).



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## 6.3 S34(2)(c)

In my opinion, the draft amendment furthers the objectives of Schedule 1 of the Act.

The draft amendment promotes the sustainable use and development of land by facilitating a local service function within an established urban area already provided with transport and utility infrastructure. The site is serviced by road, water, sewer and stormwater infrastructure and forms part of an identified urban growth area within the regional settlement framework.

The amendment also advances the objective of integrating environmental, social and economic considerations in planning decision-making. The evidence demonstrates that the proposal would improve access to daily goods and services, enhance community amenity, support employment activity within Connector Park and reduce the need for longer vehicle trips to existing activity centres for routine convenience shopping.

Overall, the draft amendment supports efficient utilisation of existing infrastructure and contributes to the liveability of surrounding residential areas without requiring expansion of the urban footprint.

I therefore consider that the amendment furthers the objectives established by Schedule 1 of the Act.

## 6.4 S34(2)(d)

In my opinion, the drafty amendment is consistent with each relevant State Policy.

The site is located within an established urban area and is not affected by matters typically giving rise to State Policy considerations such as agricultural land, coastal land or significant environmental values. The planning evidence identifies that the site is a modified urban allotment devoid of natural values and not subject to heritage constraints.

The proposal does not conflict with the objectives of the State Coastal Policy, the State Policy on the Protection of Agricultural Land or the State Policy on Water Quality Management.

Accordingly, I am satisfied that the amendment is consistent with each relevant State Policy.

## 6.5 S34(2)(da)

At the time of preparing this response statement, the Tasmanian Planning Policies were not in effect. Consequently, there are no operative Tasmanian Planning Policy criteria against which the draft amendment can be assessed.

Accordingly, section 34(2)(da) is not applicable to the assessment of the draft amendment.

## 6.6 S34(2)(e)

In my opinion, section 34(2)(e) of the Act is the most pertinent of the statutory assessment criteria in the present circumstances.

Unlike the remaining s.34(2) criteria, which are largely procedural or administrative in nature, section 34(2)(e) requires consideration of whether the proposed Local Business zoning outcome is, as far as practicable, consistent with the strategic planning framework established by the NTRLUS. The planning and retail evidence establishes a strategic justification for the provision of local convenience retail services within the primary catchment.

Within this context, the most relevant policy consideration of the NTRLUS is considered to be RAC-P9, which addresses out-of-centre retail development. The policy recognises that out-of-centre retail outcomes may be appropriate where community need is demonstrated, existing activity centres are not adversely affected, synergy with existing employment hubs is achieved and an overall community benefit can be established through appropriate assessment.



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In addressing these considerations, the following observations are made.

Firstly, there is a demonstrated community need for local convenience retail services within the primary catchment. The retail evidence identifies a substantial and growing resident population together with a significant daily worker population associated with the Connector Park Industrial Precinct. Notwithstanding this growth, the primary catchment remains without a neighbourhood-scale supermarket or comparable convenience retail facility.

Secondly, the application of the Local Business Zone will not adversely affect the role, function or viability of existing activity centres on the basis that the Local Business Zone embeds the very controls stipulated by the NTRLUS that are directed at protecting the activity centre hierarchy.

In this context, retail impact provisions at clause 14.3.3 of the Local Business Zone require relevant retail proposals to demonstrate that they will not compromise or distort the activity centre hierarchy, having regard to the extent of any impact on existing centres and the degree to which the proposal broadens retail choice within the locality. The effect is that any future retail development of a scale capable of affecting established centres cannot proceed without first satisfying this test at the development-assessment stage.

These provisions give practical effect to the strategic intent of RAC-P9, which seeks to discourage out-of-centre retail that would undermine the Regional Activity Centres Network. Applying the Local Business Zone is therefore consistent with RAC-P9. Rather than leaving the protection of the centre hierarchy to the strategic intent of the policy alone, the zone provides the statutory mechanism through which that intent is tested and enforced when corresponding use and development is proposed.

Thirdly, the draft amendment (now seeking to apply the Local Business Zone to the site) and proposed supermarket exhibit a strong functional relationship with an existing employment hub. The site occupies a strategic interface location between Mount Pleasant Estate, Oakden Park and the Connector Park Industrial Precinct and is positioned to serve both resident and worker populations. The proposed retail function would support employees, contractors, visitors and businesses operating within Connector Park and would therefore complement the ongoing operation of the precinct rather than compete with or constrain it.

This relationship is reinforced by the accessibility and position of the site within the existing transport network. Residents of Mount Pleasant Estate already utilise Dolerite Drive and the broader Connector Park road network as part of established travel patterns. Consequently, the proposal is capable of intercepting existing vehicle movements rather than creating a new destination-based travel demand. The site also benefits from proximity to planned active transport infrastructure connecting surrounding residential areas with Kate Reed Reserve and the broader locality.

Finally, the evidence demonstrates an overall community benefit arising from the proposal. The amendment would improve access to day-to-day goods and services, support local employment, strengthen the functionality of an established employment precinct and provide a local service outcome within a growing catchment that presently lacks such facilities. These benefits have been identified through detailed planning, retail and economic analysis and align with the broader liveability, accessibility and economic development objectives of the NTRLUS.

Beyond RAC-P9, the amendment is also consistent with the broader settlement and growth objectives of the NTRLUS. The site is located within an identified Urban Growth Area and Priority Consolidation Area and is serviced by existing infrastructure. The proposal therefore represents an efficient use of urban land and infrastructure within an established growth corridor.

Having regard to the evidence as a whole, I am satisfied that the proposed application of the Local Business Zone is, as far as practicable, consistent with the NTRLUS. In particular, the amendment satisfies the requirements of RAC-P9, which represents the principal strategic policy consideration relevant to the proposed zoning outcome.

Accordingly, the amendment satisfies section 34(2)(e) of the Act.



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## 6.7 S34(2)(f)

The amendment has appropriate regard to the City of Launceston Strategic Plan 2025 - 2035.

The evidence demonstrates consistency with Council's objectives relating to prosperity, place-making, transport integration and community wellbeing. The proposal supports investment and economic activity within a growing urban area while improving access to services for surrounding residents and workers.

The draft amendment and proposed supermarket also complements Council's planned active transport initiatives and assists in creating a more complete and self-sufficient community within the Kings Meadows - Youngtown growth area.

Of particular relevance is Council's own strategic position regarding the amendment. Council's decision to initiate and support the amendment, following consideration of the supporting planning, retail and traffic evidence, is a significant indication of the planning authority's strategic intent for the land for local convenience-based retail.

For these reasons, I am satisfied that the amendment has proper regard to Council's Strategic Plan.

## 6.8 S34(2)(g)

The amendment raises no cross-boundary planning issues.

The site is wholly contained within the City of Launceston municipal area and no evidence has been presented identifying any inconsistency with planning schemes applying to neighbouring municipalities.

Accordingly, I am satisfied that the amendment satisfies section 34(2)(g) of the Act.

## 6.9 S34(2)(h)

The planning evidence identifies that the site is located approximately 11.5km from the nearest declared gas pipeline planning corridor. The site is therefore unaffected by any relevant gas safety requirements arising under the *Gas Safety Act 2019*.

I am therefore satisfied that the amendment has appropriate regard to the matters contemplated by section 34(2)(h) of the Act.

## 6.10 Summary

Having regard to the evidence as a whole, it is my opinion that the proposed application of the Local Business Zone to the site satisfies each of the criteria contained in section 34(2) of the Act.

In this regard, the draft amendment (which captures the application of the Local Business Zone to the site) responds to demonstrated community need, supports an existing employment precinct, remains consistent with the regional settlement and activity centre strategies, utilises existing infrastructure efficiently and provides an appropriate statutory framework through which future retail development can be assessed and controlled.

Accordingly, I consider the amendment satisfies the statutory requirements of section 34(2) of the Act to the degree that it is capable of being supported by the Commission.



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# 7. Conclusion

This statement has considered the two matters raised for further assessment, namely the suitability of applying the Local Business Zone to the site and whether that zoning outcome satisfies the requirements of section 34(2) of the *Land Use Planning and Approvals Act 1993*.

The evidence demonstrates that the site is well suited to the Local Business Zone. It occupies a highly accessible interface location between established residential areas, the Connector Park Industrial Precinct and the surrounding transport network and serves a substantial and growing residential and employment catchment. The planning, retail and economic evidence identifies a clear deficiency in local convenience retail services within that catchment and supports the role of the site as a local retail and service location.

The assessment also concludes that application of the Local Business Zone satisfies the relevant criteria contained within section 34(2) of the Act. In particular, the proposed zoning outcome is considered to be, as far as practicable, consistent with the Northern Tasmania Regional Land Use Strategy, including RAC-P9. The evidence demonstrates a clear community need, a strong relationship with the Connector Park employment precinct and an overall social and economic benefit, while also confirming that the proposed retail function will not compromise or distort the activity centre hierarchy.

Importantly, the Local Business Zone contains specific statutory provisions that require future retail development to be assessed against its potential impact on the activity centre hierarchy, thereby providing an appropriate mechanism through which the strategic intent of RAC-P9 can be implemented and maintained.

Having regard to the evidence as a whole, it is concluded that the Local Business Zone provides an appropriate and strategically sound planning framework for the site and represents a suitable planning response to the established needs and characteristics of the surrounding (primary) catchment within the context of local convenience-based retail.



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