

22 September 2026

Reference Number: PDPSPAMEND-2024/048902

Department: City Planning

Sandra Hogue
Delegate (Chair)
Tasmanian Planning Commission

By e-mail: tpc@planning.tas.gov.au

Dear Ms. Hogue

Tasmanian Planning Scheme – Clarence
Draft amendment and permit PDPSPAMEND-2024-048902
471 Cambridge Road, Mornington and 538 and 540 Pass Road Cambridge

Thank you for your letters of 20 August 2026 and 16 September 2026.

The planning authority responses to both letters is contained in Attachment 1, with Attachment 2 providing the references for the population figures used in our submission.

I look forward to discussion our submission further at the upcoming hearings.

Yours sincerely,



Indra Boss
Strategic Planner

Encl: Attachment 1 – Planning Authority Submission to TPC directions
Attachment 2 – CCC Population Snapshots

Cc: Trent Henderson – Pitt and Sherry
Katrina Hill – Pitt and Sherry
Mat Clark – MC Planners



Attachment 1

SUBMISSION TO THE TASMANIAN PLANNING COMMISSION

Tasmanian Planning Scheme - Clarence

Draft amendment and permit PDPSPAMEND-2024-048902

471 Cambridge Road, Mornington and 528 and 540 Pass Road, Cambridge

Response to directions dated 20 August 2026 and 16 September 2026

Prepared for: Clarence City Council
Prepared by: Katrina Hill & Trent Henderson / pitt&sherry
Date: 22 September 2026

1. Purpose and scope of submission

This submission is provided by the Planning Authority in response to the directions issued by the Tasmanian Planning Commission on 20 August 2026 and 16 September 2026 following its preliminary consideration of draft amendment PDPSPAMEND-2024-048902 and the associated draft permit.

The submission addresses the following matters:

A. Tasmanian Planning Policies: how the draft amendment satisfies the relevant Tasmanian Planning Policies, including the policies associated with industrial land;

B. Section 32(4) of the *Land Use Planning and Approvals Act 1993*: the significant social, economic or environmental benefits provided by the amendment and Mornington Park Specific Area Plan, and the particular environmental, economic, social or spatial qualities of the land that require provisions unique to that land;

C. Southern Tasmania Regional Land Use Strategy 2026: whether the draft amendment is, as far as practicable, consistent with the relevant provisions of the Southern Tasmania Regional Land Use Strategy 2026;

D. Matters identified for discussion at the hearing: the drafting and operation of the Mornington Park Specific Area Plan and traffic circulation associated with the proposed Local Business Zone; and

E. Conclusion: the Planning Authority's overall position in response to the Commission's directions.

The Commission's direction concerning the proposed reduction in car parking requirements was directed to the applicant. That matter is therefore not addressed substantively in this Planning Authority submission.

This submission supplements the Planning Authority's original assessment report and section 40K report and should be read with the certified draft amendment, associated draft permit, representations, referral responses and supporting technical material. It is confined to the additional matters identified in the Commission's directions. The Planning Authority remains satisfied that the draft amendment meets the Local Provisions Schedule criteria.

2. Proposal and site context

The draft amendment relates to three adjoining titles in common ownership at 471 Cambridge Road, Mornington and 528 and 540 Pass Road, Cambridge, with a combined area of approximately 5.756 hectares. The land is currently within the Rural Living B Zone.

The amendment would rezone the land to General Residential, Local Business and Open Space, remove the Waterway and Coastal Protection Area overlay from part of the land and apply the Mornington Park Specific Area Plan.

The associated draft permit is limited to a five-lot subdivision comprising two residential lots, one public open space lot, one road lot and one balance lot containing two existing dwellings. It does not approve the ultimate subdivision or development of the balance land. This distinction is relevant to the assessment below because the final residential layout, Local Business Zone development and detailed infrastructure arrangements will require subsequent approvals.

3. Response to the Commission's directions

A. Tasmanian Planning Policies

A1. Approach to the Tasmanian Planning Policies

The Commission directed the Planning Authority to provide a submission outlining how the draft amendment satisfies the relevant Tasmanian Planning Policies, including the policies associated with industrial land. The Planning Authority's assessment is provided below.

A2. Assessment against the relevant Tasmanian Planning Policies

The following table relates the assessment of the project to the specific Tasmanian Planning Policies:

Policy	Planning Authority assessment
Policy 1.1: Growth	The land is within the metropolitan urban boundary and adjoins established residential development at the northern end of Pass Road. The amendment would replace the Rural Living B Zone with General Residential, Local Business and Open Space zoning and apply the Mornington Park Specific Area Plan. It would not extend the metropolitan urban boundary or establish a separate settlement. The three adjoining titles are in common ownership, allowing land use, access, public open space, stormwater, servicing and staging to be considered across the site. The concept masterplan indicates an approximate capacity of 112 dwellings but does not determine the final layout or yield. The amendment also responds to projected demographic change in Clarence. Between 2009 and 2024, the municipal population increased by 12,208 people. Between 2023 and 2038, it is projected to increase by a further 7,277 people, while the number of residents aged 65 years or older is projected to increase by 5,303. These changes support planning for additional housing capacity, a greater range of housing forms and accessible local services. The amendment is consistent with Policy 1.1 because it provides for coordinated urban growth within the metropolitan urban boundary, adjoining an established urban area, in response to identified population growth and changing housing needs.

Policy	Planning Authority assessment
Policy 1.2: Liveability	The amendment would integrate residential development, local-scale business activity and public open space. The land is near the Mornington and Cambridge employment and commercial areas, and public transport operates on Cambridge Road and Currajong Street. The Department of State Growth supported pedestrian connections that minimise walking distances to existing bus stops. The associated five-lot subdivision provides for a separate, consolidated public open space lot. Council's earlier assessment identified qualitative limitations affecting existing open space in the locality, including fragmentation, limited accessibility, poor passive surveillance and reduced integration with surrounding residential streets. The proposed lot creates the opportunity for a more accessible and integrated open space outcome associated with the future residential and pedestrian network. Its final design, function, facilities, transfer, delivery, maintenance and any stormwater role will be determined through subsequent Council, subdivision and engineering processes. The amendment is consistent with Policy 1.2 because it integrates housing, local services, public open space and pedestrian movement within a coordinated urban framework.
Policy 1.5: Housing	The amendment would increase planned housing capacity within the metropolitan urban boundary and enable a wider range of residential lot sizes and housing forms than the Rural Living B Zone. The concept masterplan indicates detached dwellings, townhouses and shop-top apartments, with an approximate yield of 112 dwellings. This is indicative only. The amendment does not include a specific affordable or social housing component and does not guarantee the timing, tenure, affordability or construction of future dwellings. Its contribution is to make additional urban-zoned land available and establish planning controls capable of supporting greater housing diversity near established employment and services. The amendment is therefore consistent with Policy 1.5.
Policy 1.6: Design	The Specific Area Plan establishes a coordinated framework for the General Residential, Local Business and Open Space components of the site. The ordinary zone provisions regulate those components separately but do not establish their intended relationship across the three titles. The Specific Area Plan does not prescribe the final subdivision layout, allowing later applications to respond to bushfire, access, public open space, stormwater, servicing and engineering requirements. The Specific Area Plan regulates the future subdivision pattern by reference to Figure CLA-SXX.1. CLA-SXX.8.1 requires the lot configuration and road alignment to be consistent, or generally in accordance, with that figure and limits the creation of residential lots beyond those shown. The capacity of those provisions to accommodate changes arising from detailed bushfire, servicing and engineering assessment is addressed further in Section D. The supporting concept masterplan is illustrative and has no independent statutory effect. However, Figure CLA-SXX.1 forms part of the Specific Area Plan and is expressly referenced by the lot-design and roads standards. Its statutory role must therefore be distinguished from that of the supporting concept masterplan. The amendment is consistent with Policy 1.6 because it establishes an integrated planning framework while retaining detailed statutory assessment of future subdivision and development.
Policy 2.0: Environmental Values	The amendment has been informed by the Natural Values Assessment, Concept Services Plan and advice from relevant State authorities. The proposed removal of part of the Waterway and Coastal Protection Area overlay is based on site-specific assessment of the mapped drainage feature and affected land. The Concept Services Plan identifies a proposed approach to managing post-development stormwater flows and downstream water quality. Detailed stormwater design and approval will be required at subsequent subdivision and engineering stages. The Environment Protection Authority did not identify an environmental issue requiring modification of the amendment. Future subdivision and development will remain subject to applicable environmental, stormwater and engineering requirements. The amendment is consistent with Policy 2.0.

Policy	Planning Authority assessment
Policy 3.0: Environmental Hazards	Bushfire is the principal environmental hazard relevant to the proposed urban development. The Tasmania Fire Service did not object to the five-lot subdivision, subject to compliance with the Bushfire Hazard Management Plan, but identified matters requiring resolution in later subdivision design. These include separation from bushfire-prone vegetation, the location of hazard management areas and whether future subdivision outcomes can be achieved without reliance on vegetation management outside the subject land. The Specific Area Plan regulates future subdivision by reference to Figure CLA-SXX.1, while future subdivision must also satisfy the Bushfire-Prone Areas Code. The final drafting and operation of the Specific Area Plan must therefore retain sufficient scope for a subsequent subdivision to respond to the detailed bushfire assessment required for that application. The Environment Protection Authority considered potential noise, odour and dust effects associated with nearby regulated activities and did not object to the amendment. The Attenuation Code will continue to apply where relevant. The amendment is consistent with Policy 3.0 because the applicable hazard and attenuation controls remain operative, and future subdivision and development cannot proceed unless the relevant statutory requirements are satisfied.
Policy 4.3: Extractive Industry	The amendment would not rezone or directly affect an identified extractive industry site. It would not remove land required for an existing extractive operation or modify the controls applying to extractive industries. Future sensitive use and development will remain subject to the Attenuation Code where applicable. The amendment is not inconsistent with Policy 4.3.
Policy 4.6: Industry	The land is near, but outside, the Cambridge Regionally Significant Industrial Precinct. It is currently within the Rural Living B Zone, and the amendment would not remove industrially zoned land, displace an existing industrial use or alter the zoning of the identified industrial precinct. Neither the 2026 regional strategy nor an identified Council strategy designates the subject land for future industrial expansion. The amendment therefore does not redirect land that has been strategically identified as necessary for future industrial supply. The land nevertheless has an interface with the Cambridge-Mornington employment and industrial area. The Environment Protection Authority considered potential noise, odour and dust effects associated with nearby regulated activities and did not object. No referral authority identified an existing industrial operation that would be unreasonably constrained by the amendment. Future sensitive use and development will remain subject to the Attenuation Code where applicable. The amendment is consistent with Policy 4.6 because it does not remove or rezone land within the Cambridge Regionally Significant Industrial Precinct, does not displace an existing industrial use and retains the statutory controls applying to interfaces with potentially impacting activities.
Policy 4.7: Business and Commercial	The proposed Local Business Zone would provide for goods, services and employment serving the future development and surrounding residential area. The proposed Local Business Zone is intended to accommodate local-scale activity associated with the future development and surrounding residential area. It is not relied upon as establishing a neighbourhood centre or other higher-order activity centre under the 2026 regional strategy. The ordinary Local Business Zone provisions will regulate future business use and development. The five-lot subdivision does not approve business use or development. A subsequent application will be required to address use, scale, access, parking, loading, servicing, traffic and residential amenity. The amendment is consistent with Policy 4.7 because it provides land for business activity intended to serve the future development and surrounding locality, while retaining detailed assessment of future use and development under the Local Business Zone and applicable codes.

Policy	Planning Authority assessment
Policy 5.0: Physical Infrastructure	The land is within the metropolitan urban boundary. TasWater did not object to the amendment and associated permit, and the land is within its potable water service area and capable of connection to reticulated sewerage, subject to TasWater's requirements. Detailed capacity, connection, augmentation and staging requirements remain matters for subsequent approval. It is within TasWater's potable water service area and can be connected to reticulated sewerage, subject to TasWater's requirements. Stormwater, roads, pedestrian connections and utility infrastructure will be resolved through subsequent subdivision and engineering assessment. The Traffic Impact Assessment was reviewed by Council's engineering officers and the Department of State Growth, neither of which identified a transport constraint preventing the amendment. State Growth identified the need to preserve future planning options around Pass Road, Cambridge Road and the Tasman Highway. The amendment is consistent with Policy 5.0 because it provides for coordinated and sequential infrastructure delivery without displacing infrastructure-provider or engineering requirements.
Policy 6.0: Cultural Heritage	Aboriginal Heritage Tasmania advised that no impact on Aboriginal heritage is anticipated at the amendment stage. The planning scheme amendment itself does not authorise ground-disturbing works. The associated five-lot subdivision and any subsequent works remain subject to the draft permit, applicable approval processes and the <i>Aboriginal Heritage Act 1975</i> . The draft permit advice has been corrected to refer to the <i>Aboriginal Heritage Act 1975</i> . No affected regionally significant historic cultural heritage value was identified through the referral or representation process. The amendment is consistent with Policy 6.0.
Policy 7.1: Public Engagement	The amendment and associated draft permit were exhibited for 28 days. Notification included advertisements in The Mercury, letters to adjoining landowners and occupiers, and signage on the land. Seven representations were received, comprising four from State authorities and three from members of the public. The representations addressed transport, access, bushfire, public open space, residential density, amenity and the statutory basis for the Specific Area Plan. Those matters were considered in the Planning Authority's section 40K report. The amendment process is consistent with Policy 7.1 because the proposal was publicly exhibited and the representations and referral advice were considered.

A3. Conclusion on the Tasmanian Planning Policies

The Planning Authority considers that the amendment is consistent with the relevant Tasmanian Planning Policies. It provides for planned urban growth within the metropolitan urban boundary, additional housing capacity and diversity, local-scale business activity, consolidated public open space and coordinated infrastructure planning.

The amendment does not remove industrially zoned land, alter the Cambridge Regionally Significant Industrial Precinct or displace an existing industrial use. The Attenuation Code and other applicable environmental, hazard, transport, servicing and heritage controls will continue to apply to future subdivision and development.

The indicative dwelling yield in the supporting material is not an approved development outcome. However, the Specific Area Plan regulates future subdivision through CLA-SXX.8.1 and CLA-SXX.8.2, which expressly reference Figure CLA-SXX.1 in relation to lot configuration and road alignment. Future subdivision and development must therefore be assessed against the Specific Area Plan, including the applicable performance criteria, together with the relevant codes and infrastructure-provider requirements. Section D addresses whether the final drafting provides sufficient flexibility to reconcile those requirements.

B. Section 32(4) of the *Land Use Planning and Approvals Act 1993*

B1. Statutory basis

Section 32(4) of the *Land Use Planning and Approvals Act 1993* provides for the inclusion in a Local Provisions Schedule of a provision applying to a particular area of land where:

- the use or development of the land will be of significant social, economic or environmental benefit to the State, a region or a municipal area; or
- the area of land has particular environmental, economic, social or spatial qualities that require provisions unique to that area.

The Planning Authority relies on both grounds. They are addressed separately below and are not treated as interchangeable.

The Planning Authority does not rely on the proposed variation to residential lot sizes, considered in isolation, as satisfying section 32(4). The justification arises from the integrated planning outcome enabled by the amendment and Mornington Park Specific Area Plan, together with the particular qualities of the land that require residential development, local business activity, public open space, access, infrastructure and staging to be coordinated across the site.

B2. Section 32(4)(a): significant social and economic benefit

The significant benefit is the integrated urban outcome enabled by the amendment and Specific Area Plan. This comprises additional and more diverse housing, local-scale business activity, consolidated public open space and coordinated movement, stormwater, servicing and staging across three adjoining titles. These are planning benefits arising from the statutory framework enabled by the amendment and are not confined to an increase in the development potential of the landowner's property.

Housing capacity and diversity

Compared with the development capacity available under the existing Rural Living B Zone, the amendment would establish materially greater planned housing capacity within the metropolitan urban boundary. The supporting concept masterplan indicates an approximate capacity of 112 dwellings, incorporating a range of housing forms including detached dwellings, townhouses and shop-top apartments. This figure is indicative only and is not an approved or guaranteed development outcome.

The final yield will depend on subsequent subdivision and development assessment, including bushfire, access, public open space, stormwater, servicing, infrastructure and environmental requirements. The concept nevertheless demonstrates the general order of additional housing capacity that may be enabled by replacing the existing Rural Living B framework with urban zoning and coordinated site-specific provisions.

Under the existing Rural Living B Zone, the land cannot deliver the proposed combination of urban housing, local business activity, consolidated public open space and integrated infrastructure. The amendment therefore provides a material increase in planned housing capacity when compared with the realistic outcome available under the existing planning framework.

The benefit also includes greater housing diversity. The Specific Area Plan provides a framework capable of supporting a wider range of lot sizes and residential forms than the existing Rural Living B Zone.

This responds to the changing demographic characteristics of Clarence. Between 2009 and 2024, the population of Clarence increased by 12,208 people. Between 2023 and 2038, the population is projected to increase by a further 7,277 people, while the number of residents aged 65 years or older is projected to increase by 5,303 people. These changes support planning for additional housing capacity and a greater range of housing forms suited to changing household sizes and needs.

The amendment does not guarantee the timing, final yield, affordability or tenure of future housing. Its benefit is the establishment of additional planned housing capacity and greater housing diversity within the metropolitan urban boundary. The Planning Authority does not rely on the subject land being the only available housing-development opportunity in the Cambridge area. Appendix O of the application Planning Report identifies limited residential land-supply opportunities of comparable scale and consolidated ownership within the Cambridge locality. The Planning Authority relies on that assessment as supporting context, rather than as establishing that the subject land is the only available opportunity for residential growth. This supports, but is not determinative of, the significance of the additional planned housing capacity enabled by the amendment.

Public open space

The associated five-lot subdivision provides for a separate and consolidated public open space lot. Council's earlier assessment identified qualitative limitations affecting existing open space in the locality, including fragmentation, limited accessibility, poor passive surveillance and reduced integration with surrounding residential streets.

The proposed lot creates the opportunity for public open space to be integrated with the future residential, street and pedestrian network and subject to detailed design, stormwater infrastructure. Its planning benefit arises from its consolidated form and potential relationship with the wider development area, rather than merely from the area of land identified as open space.

The final function, level of service, design, transfer arrangements, delivery, maintenance responsibilities and stormwater role will be determined through subsequent Council, subdivision and engineering processes. The Planning Authority does not rely on an unapproved design or an uncommitted level of embellishment as part of the section 32(4) justification.

Local services and employment

The proposed Local Business Zone would provide planning capacity for future business activity and employment as part of the wider residential and public open space outcome. The Planning Authority relies on this as capacity for future local-scale activity, not as a guarantee that particular businesses, services or employment outcomes will be delivered.

The five-lot subdivision does not approve any business use or development. A subsequent application will be required to assess the proposed use and scale, access, internal circulation, parking, loading, waste collection, servicing, traffic effects and residential amenity.

Coordinated infrastructure and movement

The common ownership of the three titles enables roads, pedestrian movement, stormwater and utility infrastructure to be planned across the development area. The land is capable of connection to reticulated water and sewerage, subject to infrastructure-provider requirements.

State Growth identified future road-planning considerations around Pass Road, Cambridge Road and the Tasman Highway but did not identify a constraint preventing the amendment. Detailed access, road, intersection and pedestrian matters will remain subject to subsequent subdivision, development and engineering assessment.

Overall significance of the benefit

The significance of the benefit is established by comparing the integrated amendment outcome with the realistic outcome under the existing Rural Living B Zone. The existing framework does not provide for the proposed combination of urban housing, local business activity, consolidated public open space and coordinated infrastructure.

The benefit does not depend on every component of the concept masterplan being delivered. It arises from the statutory framework and planned development capacity established by the amendment and Specific Area Plan.

The Planning Authority therefore considers that section 32(4)(a) is satisfied.

B3. Section 32(4)(b): particular qualities of the land

The land has a combination of spatial and social qualities, and land-use relationships, that distinguish it from a conventional infill site or an isolated residential lot. Those qualities include:

- three adjoining titles in common ownership;
- a combined area of approximately 5.756 hectares;
- location within the metropolitan urban boundary;
- a position at the Cambridge-Mornington interface;
- an immediate relationship with established residential development to the north and west;
- proximity to the Cambridge and Mornington employment, industrial and commercial areas;
- frontage and access relationships with Cambridge Road and Pass Road;
- a broader relationship with the Tasman Highway and future transport planning around the Pass Road and Cambridge Road interface;
- exposure to bushfire considerations and a relationship with nearby potentially impacting activities;
- capacity to provide a substantial and consolidated public open space area;
- the proposed application of General Residential, Local Business and Open Space zoning within one development area; and
- the need to coordinate access, movement, servicing, stormwater, public open space, hazard management and staging across the site.

Common ownership provides an opportunity for coordinated planning. However, the proposed application of three different zones means that a framework is also required to ensure that the residential, business and public open space components operate as an integrated development area rather than as unrelated parcels.

The land's position between established residential development and the wider Cambridge-Mornington employment area requires careful management of land-use interfaces. The Specific Area Plan provides a mechanism for coordinating the proposed land uses and managing their relationships with surrounding land.

The land's relationship with Cambridge Road and Pass Road requires vehicle access, internal roads, pedestrian movement and servicing to be considered across the development area. Development through independent applications applying only to individual titles or zones could result in fragmented access, movement and infrastructure outcomes.

Bushfire conditions require the ultimate subdivision layout to respond to detailed assessment of separation distances, building areas, hazard management areas, water supply and emergency access. The Tasmania Fire Service did not object to the five-lot subdivision but identified matters requiring resolution in later subdivision design. The Specific Area Plan regulates lot configuration and road alignment by reference to Figure CLA-SXX.1. The capacity of that framework to accommodate changes required by detailed bushfire assessment should therefore be considered as part of the Commission's review of the SAP drafting.

The consolidated public open space component is also relevant to the qualities of the land and the planning outcome sought. It is intended to serve a function extending beyond the needs of one residential lot or subdivision stage. Integrating the open space with future residential development, roads, pedestrian connections and stormwater infrastructure requires consideration across the wider landholding.

Taken together, these qualities support a coordinated statutory framework extending beyond the outcomes that would be secured through unrelated applications applying separately to individual zones or titles. The Specific Area Plan is not justified merely by a proposed variation to residential lot size. It is justified by the need to

coordinate residential use and density, built form, lot configuration, roads and public open space across this particular site.

The Planning Authority therefore considers that section 32(4)(b) is satisfied.

B4. Why the unique provisions are required

The Mornington Park Specific Area Plan contains provisions that substitute for, or operate in addition to, the General Residential Zone and the Parking and Sustainable Transport Code. These provisions establish a site-specific framework for residential use and development, subdivision, public open space, roads and parking.

The relationship between the unique provisions and the significant benefits and particular qualities relied upon under section 32(4) is set out below.

Specific Area Plan provision	Site-specific modification	Why the ordinary provisions are insufficient	Benefit or particular quality addressed
CLA-SXX.1: Plan Purpose	States the intended outcomes of the Specific Area Plan, including coordinated residential development, housing types and densities, built form, public open space, stormwater management, pedestrian links and businesses serving the local community. It informs interpretation of the operative provisions but does not independently establish a use or development standard.	The ordinary zone and code provisions do not express the intended relationship between the residential use, built-form, subdivision, public open space and movement outcomes established by the operative SAP provisions.	The proposed application of different zones within one development area and the intended coordination of residential development, public open space and movement across the site.
CLA-SXX.2: Application of the Plan	Identifies the land to which the Specific Area Plan applies and provides that specified SAP provisions operate in substitution for, or in addition to, the General Residential Zone and Parking and Sustainable Transport Code.	The intended residential form and subdivision outcome cannot be implemented solely through the ordinary General Residential Zone and code provisions.	Establishes the legal application of the site-specific standards identified below. It does not independently produce a social, economic or environmental benefit.
CLA-SXX.5: Use Table	Substitutes for the General Residential Zone Use Table and differentiates between residential outcomes on identified Villa Lots and Multiple Dwelling Lots. It permits multiple dwellings on land not identified as a Villa Lot, makes specified forms of Visitor Accommodation discretionary and prohibits uses not otherwise listed.	The General Residential Zone Use Table does not distinguish between the residential lot types identified in the Specific Area Plan or connect residential use permissions to the intended site layout.	Housing diversity and the planned distribution of single and multiple dwelling opportunities within the General Residential Zone component of the site.
CLA-SXX.7.1: Residential density for	Substitutes a site-specific residential density standard for identified Multiple Dwelling Lots, including an acceptable solution	The ordinary General Residential Zone density standard does not provide for the intended	More efficient use of residential land and increased housing capacity and diversity

Specific Area Plan provision	Site-specific modification	Why the ordinary provisions are insufficient	Benefit or particular quality addressed
Multiple Dwelling Lots	of not less than 200 square metres of site area per dwelling. The performance criterion permits a lower site area per dwelling where the development contributes to an appropriate range of dwelling types and sizes or provides for a specific accommodation need with significant social or community benefit.	density on the identified Multiple Dwelling Lots.	within the metropolitan urban boundary.
CLA-SXX.7.2: Setbacks and building height for all dwellings on Multiple Dwelling Lots and Villa Lots	Substitutes site-specific frontage, garage and carport, side and rear setback, building-envelope and height standards for dwellings on Multiple Dwelling Lots and Villa Lots. It also applies particular setback and height requirements to development within 15 metres of the public open space shown in Figure CLA-SXX.1.	The ordinary General Residential Zone standards are not tailored to the proposed lot types, rear vehicle access arrangements, compact residential form or direct interface with the public open space.	The intended residential density and built form, while managing streetscape presentation, residential amenity and the relationship between dwellings and public open space.
CLA-SXX.7.3: Site coverage and private open space	Substitutes site-specific site coverage and private open space standards for Multiple Dwelling Lots and Villa Lots.	The ordinary standards do not correspond with the proposed compact lot and dwelling forms or the intended relationship between private and public open space.	Housing diversity and efficient land use, while retaining functional private open space and opportunities for landscaping and residential amenity.
CLA-SXX.7.4: Storage for dwellings on Villa Lots	Adds minimum secure storage and waste and recycling storage requirements for dwellings on identified Villa Lots.	Smaller residential lots and compact dwelling forms require specific provision for storage and waste management that is not otherwise secured by the ordinary General Residential Zone standards.	The functionality and amenity of the compact housing forms enabled by the Specific Area Plan.
CLA-SXX.7.5: Façade design for Multiple Dwelling Lots and Villa Lots	Adds façade articulation and design requirements for dwellings on Multiple Dwelling Lots and Villa Lots adjoining identified primary façades.	The ordinary General Residential Zone provisions do not provide the same site-specific response to the streetscape and public open space interfaces shown in the Specific Area Plan figures.	A coherent and articulated built form addressing streets and public open space within the proposed compact residential environment.

Specific Area Plan provision	Site-specific modification	Why the ordinary provisions are insufficient	Benefit or particular quality addressed
CLA-SXX.7.6: Fencing	Substitutes site-specific fencing standards for dwellings on Multiple Dwelling Lots and Villa Lots adjoining identified primary and secondary façades.	The ordinary frontage fencing provisions are not directed to the specific street and public open space interfaces identified for this site.	Passive surveillance, streetscape presentation and the relationship between residential development, roads and public open space.
CLA-SXX.8.1: Lot design	Substitutes the General Residential Zone lot-design standard. Its acceptable solution requires each proposed lot to be consistent with Figure CLA-SXX.1. Its performance criterion requires the proposed lot configuration to generally accord with the figure in terms of road alignment and lot layout and prevents the creation of additional residential lots beyond those shown. It also requires public open space to be provided as land rather than cash in lieu.	The ordinary lot-design provisions do not secure the spatial relationship between the identified residential lot types, roads and consolidated public open space, or prevent those elements from being fragmented through separate subdivision proposals.	The integrated subdivision of the three titles, the planned distribution of residential lot types and the provision of consolidated public open space as part of the development outcome.
CLA-SXX.8.2: Roads	Substitutes the General Residential Zone roads standard. Its acceptable solution requires roads to be consistent with Figure CLA-SXX.1. Its performance criterion allows assessment of an alternative arrangement by reference to access, connectivity, safety and convenience for vehicles, pedestrians and cyclists, surrounding networks, public transport, topography and future subdivision potential.	The ordinary roads standard does not secure the internal road structure shown for the site or expressly coordinate vehicle, pedestrian and cyclist movement with the proposed residential lots and public open space.	The site's frontage and access relationships with Cambridge Road and Pass Road and the need for an integrated internal movement network serving the residential and public open space components.
CLA-SXX.9: Car parking requirements	Substitutes the dwelling parking requirements under the Parking and Sustainable Transport Code by requiring one on-site parking space per dwelling and no visitor parking under the acceptable solution.	The provision proposes a different dwelling-parking outcome from the ordinary code requirements. The Commission has directed the applicant to provide the substantive assessment of that variation against C2.5.1 P1.1 and P1.2.	The provision is intended to support the proposed residential form. The Planning Authority does not rely on the parking reduction as a separate basis for satisfying section 32(4) and does not duplicate the applicant's directed parking submission.

The provisions operate collectively to establish the residential use, density, built form, subdivision, public open space, road and parking outcomes intended for the land. Their justification does not arise solely from the

proposed reduction in residential lot size. It arises from the relationship between those provisions and the coordinated development outcome sought across the three titles.

The Specific Area Plan does not contain separate operative provisions controlling infrastructure staging, water or sewer servicing, stormwater design, bushfire hazard management or use and development within the Local Business Zone. Those matters should not be presented as independently regulated by the SAP or as unique SAP provisions supporting section 32(4). They remain subject to the applicable zone and code provisions, infrastructure-provider requirements, permit conditions and engineering approvals.

B5. Conclusion on section 32(4)

The Planning Authority considers that both limbs of section 32(4) are satisfied.

Section 32(4)(a) is satisfied because the amendment and Specific Area Plan establish planning capacity for significant social and economic benefits, comprising materially greater housing capacity and diversity than is available under the existing Rural Living B Zone, consolidated public open space, and a coordinated residential subdivision and movement framework within the metropolitan urban boundary. The rezoning also provides capacity for future business activity and employment, subject to separate assessment under the Local Business Zone.

Section 32(4)(b) is satisfied because the site's area, consolidated ownership, proposed application of three zones, road relationships, public open space outcome, bushfire considerations and interfaces with residential and employment land create particular spatial and social qualities and land-use relationships requiring coordinated provisions for residential use, density, built form, subdivision, roads and public open space.

The provisions identified in Section B4 are directed to those benefits and qualities. The justification does not rest solely on facilitating a preferred subdivision layout or varying the ordinary residential density and built-form standards. Future subdivision and development will remain subject to the applicable planning scheme provisions and detailed technical assessment.

Accordingly, the Planning Authority considers that the Mornington Park Specific Area Plan is justified under section 32(4) of the *Land Use Planning and Approvals Act 1993*.

C. Southern Tasmania Regional Land Use Strategy 2026

C1. Statutory context and approach

The Southern Tasmania Regional Land Use Strategy 2026 was declared on 11 September 2026.

Section 34(2)(e) of the *Land Use Planning and Approvals Act 1993* requires a relevant planning instrument to be, as far as practicable, consistent with the regional land use strategy for the regional area in which the subject land is situated.

By letter dated 16 September 2026, the Commission invited the Planning Authority to provide a submission on whether the draft amendment is, as far as practicable, consistent with the Southern Tasmania Regional Land Use Strategy 2026.

The assessment below addresses the Statements of Intent, Outcomes and Regional Strategies materially relevant to the proposed amendment.

C2. Assessment against the relevant provisions

Statement of Intent	Relevant Outcomes	Relevant Regional Strategies and Planning Authority assessment
1. Growth Management	The amendment supports the relevant Growth Management Outcomes by providing additional housing capacity and housing choice within the metropolitan urban boundary, close to employment, services, public transport and public open space.	3.1.2.1(a) Metropolitan urban boundary: The land is within the metropolitan urban boundary. The amendment does not extend the boundary but applies urban zones and the Mornington Park Specific Area Plan to land already within the planned urban area. 3.1.2.1(b) Growth and infrastructure: The site adjoins established residential development and is capable of connection to urban services. The Concept Masterplan indicates capacity for approximately 112 dwellings, although the final yield will depend on subsequent subdivision design and technical assessment. Based on the concept masterplan yield of approximately 112 dwellings across the total site area of 5.756 hectares, the gross density is approximately 19.5 dwellings per hectare. However, compliance with the regional strategy target must be determined using the defined net residential land area. However, this calculation is subject to final design and layout of the subdivision. Regional strategy 3.1.2.1(b)(iii) seeks opportunities for affordable and social housing supply in greenfield growth areas based on consultation with relevant State agencies, authorities and housing providers. The amendment does not include a dedicated affordable or social housing component, and the available material does not establish that the consultation contemplated by the strategy has occurred. The amendment nevertheless enables a broader range of lot sizes and dwelling forms. This

Statement of Intent	Relevant Outcomes	Relevant Regional Strategies and Planning Authority assessment
		represents partial, rather than complete, alignment with that element of the strategy. The amendment does not include a specific social or affordable housing component but enables a broader range of lot sizes and dwelling forms than the existing Rural Living B Zone. 3.1.2.1(c) Additional residential growth: Public transport operates on Cambridge Road and Currajong Street, with State Growth identifying bus stops approximately 200 m from the Cambridge Road frontage and supporting pedestrian connections to those services. The amendment also provides for consolidated public open space. 3.1.2.3 Activity centres: The proposed Local Business Zone is not identified as an activity centre in the STRLUS hierarchy and is not relied upon as creating a neighbourhood centre. Future business use and development must be assessed under the Local Business Zone and applicable codes. The amendment's consistency with the growth strategy is therefore based principally on the proposed housing, public open space and infrastructure outcomes within the metropolitan urban boundary, rather than on the creation of a new activity centre.
2. Environmental Values	The amendment supports Outcomes 2.2 and 2.3 by relying on site-specific environmental assessment and retaining environmental and stormwater assessment through future development stages.	3.2.2.1(a) Environmental information: The amendment has been informed by the Natural Values Assessment, Concept Services Plan and advice from relevant State agencies. This is consistent with the strategy's requirement to use contemporary and best available environmental information. 3.2.2.3(a) Waterways, wetlands and estuaries: The available material identifies the mapped drainage feature as having seasonal flow. It has not been identified in the submitted material as a regionally significant waterway, wetland or estuary listed in Table 5 of the STRLUS. Nevertheless, the Concept Services Plan identifies a proposed stormwater response addressing post-development flows and downstream water quality. Detailed design remains subject to subsequent subdivision and engineering approval.
3. Environmental Hazards	The amendment supports the relevant Environmental Hazards Outcomes by identifying known hazards while retaining the applicable planning scheme controls	3.3.2(a) and (b) Hazard identification and assessment: Bushfire has been considered at the amendment stage. The Tasmania Fire Service did not object to the five-lot subdivision subject to compliance with the Bushfire Hazard Management

Statement of Intent	Relevant Outcomes	Relevant Regional Strategies and Planning Authority assessment
	for subsequent subdivision and development.	Plan but identified matters requiring resolution in later subdivision stages. The Specific Area Plan regulates lot configuration and road alignment by reference to Figure CLA-SXX.1. Future subdivision must also satisfy the Bushfire-Prone Areas Code. The interaction between the prescribed subdivision framework and detailed bushfire assessment should therefore be considered in the final SAP drafting. Future subdivision must satisfy the Bushfire-Prone Areas Code, including requirements relating to hazard management, access, water supply and emergency response. Potential interfaces with nearby industrial and regulated activities will remain subject to the Attenuation Code where applicable. Detailed roads, stormwater, utility, access and emergency-egress arrangements will be resolved through subsequent subdivision and engineering assessment.
4. Sustainable Economic Growth	The amendment supports the relevant economic outcomes by locating additional housing near established employment areas and providing for local-scale services without removing identified industrial land.	3.4.2.5(a) Regionally Significant Industrial Precincts: The Cambridge Regionally Significant Industrial Precinct must be protected from use and development that would compromise its strategic economic potential. The subject land is near, but outside, the mapped precinct. It is currently within the Rural Living B Zone and is not identified in the regional strategy or an identified Council strategy for future industrial expansion. The amendment would not remove industrially zoned land or alter the zoning or operation of the identified precinct. The EPA considered potential noise, odour and dust effects associated with nearby regulated activities and did not object. Future sensitive use and development will remain subject to the Attenuation Code where applicable. 3.4.2.5(c) Future industrial growth: The proposed amendment does not prevent strategic planning for the future growth and expansion of industrial land within the existing Cambridge precinct. 3.4.2.5(e) Freight efficiency: The amendment does not alter the function of the Tasman Highway or Cambridge Road. Its effects on freight and strategic road movement must nevertheless be considered through subsequent access, traffic and development assessment.

Statement of Intent	Relevant Outcomes	Relevant Regional Strategies and Planning Authority assessment
5. Physical Infrastructure	The amendment supports the relevant Physical Infrastructure Outcomes by directing urban growth to land capable of connection to existing infrastructure and allowing infrastructure to be coordinated with staged development.	3.5.2.1(a) and (c) Integrated land use and infrastructure planning: The three titles are in common ownership, allowing water, sewerage, stormwater, roads, pedestrian infrastructure and utilities to be considered across the site. TasWater did not object to the proposal, and no referral authority identified a fundamental infrastructure constraint preventing the amendment. Detailed delivery, capacity, augmentation, funding and staging requirements remain subject to later approval. 3.5.2.4(a), (c) and (d) Roads: The STRLUS identifies the Tasman Highway at Pass Road and the Tasman Highway between Mornington and the Tasman Bridge as key corridors requiring protection. State Growth identified the need to retain future planning options around Pass Road, Cambridge Road and the Tasman Highway but did not identify a conflict preventing the amendment. The Traffic Impact Assessment was reviewed by Council's engineering officers and State Growth, neither of which objected. Future applications must assess incremental traffic effects and integrate new roads with the existing and future road network. 3.5.2.5 Passenger transport: Public transport operates on Cambridge Road and Currajong Street. State Growth supported pedestrian connections to existing bus stops and footpath provision along Cambridge Road. Detailed pedestrian and active-transport arrangements remain subject to later subdivision and engineering design.
6. Cultural Heritage	The amendment supports Outcome 6.2 because Aboriginal cultural heritage was considered during the assessment process and future statutory requirements continue to apply.	3.6.2.1(a) and (c) Aboriginal cultural heritage: Aboriginal Heritage Tasmania undertook a desktop assessment and advised that no impact on Aboriginal heritage was anticipated at the amendment stage. This advice supports the amendment-stage assessment but does not establish the absence of all Aboriginal cultural heritage values. Future ground-disturbing works remain subject to the Aboriginal Heritage Act 1975 and any applicable assessment requirements. The draft permit advice has been corrected to refer to the Aboriginal Heritage Act 1975.

C3. Overall consistency with the regional strategy

The Planning Authority considers that the amendment is, as far as practicable, consistent with the Southern Tasmania Regional Land Use Strategy 2026.

The amendment directs urban growth to land within the metropolitan urban boundary, increases planned housing capacity and diversity, integrates local services and public open space, and provides for coordinated infrastructure delivery. It does not remove industrially zoned land, alter the Cambridge Regionally Significant Industrial Precinct or preclude future strategic road planning.

Subsequent subdivision and development will remain subject to detailed assessment of bushfire, servicing, stormwater, access, traffic, environmental and infrastructure matters. The net residential density must also be confirmed against the mandatory growth-management target.

Subject to that confirmation, or demonstration that identified on-site constraints require a variation, the Planning Authority is satisfied that the amendment is, as far as practicable, consistent with the relevant Statements of Intent, Outcomes and Regional Strategies.

D. Matters identified for discussion at the hearing

D1. Drafting and operation of the Mornington Park Specific Area Plan

The Mornington Park Specific Area Plan establishes site-specific provisions for residential use, density and built form, subdivision, public open space, roads and dwelling parking.

CLA-SXX.8.1 regulates future lot configuration by reference to Figure CLA-SXX.1. Its acceptable solution requires each proposed lot to be consistent with the figure. Its performance criterion requires the lot configuration to generally accord with the road alignment and lot layout shown and prevents additional residential lots beyond those identified. CLA-SXX.8.2 similarly requires roads to be consistent with Figure CLA-SXX.1 under its acceptable solution, while providing a performance pathway based on access, connectivity, safety and movement considerations.

Figure CLA-SXX.1 therefore has an operative role and cannot be characterised as having no statutory effect. At the same time, the performance criteria in CLA-SXX.8.1 and CLA-SXX.8.2 provide some capacity to assess a layout that is not strictly consistent with the figure.

Future subdivision must also satisfy the Bushfire-Prone Areas Code and other applicable planning scheme, servicing and engineering requirements. The Planning Authority considers that the final drafting should preserve the intended coordination of residential lot types, roads and public open space while ensuring that the SAP does not prevent a demonstrated response to bushfire, stormwater, servicing or engineering requirements.

If the Commission considers clarification necessary, the Planning Authority would support a confined drafting modification that preserves the exhibited planning outcome while making clear that compliance with Figure CLA-SXX.1 does not displace or override applicable code, servicing or engineering requirements.

D2. Traffic circulation associated with the Local Business Zone

The proposed Local Business Zone is located on the balance lot. The associated five-lot subdivision does not approve any business use or development of that land.

The submitted concept masterplan, Concept Services Plan and Traffic Impact Assessment demonstrate, at a conceptual level, that access, servicing and movement can be considered as part of the wider development framework. However, the nature, scale, layout and operating characteristics of any business development are not yet known.

A future application for business use or development will therefore be required to address vehicle access, internal circulation, parking, loading, waste collection, pedestrian and cyclist movement, traffic generation, residential

amenity and the relationship with the public open space and surrounding road network.

The two existing dwellings on the balance lot presently have access to Pass Road. The five-lot subdivision does not intensify those residential uses or approve any change to their access arrangements. Any issue concerning the legal status or future alteration of those uses and accesses should be determined under the planning scheme when a relevant application is made.

State Growth identified the need to preserve future planning options around Pass Road, Cambridge Road and the Tasman Highway but did not identify a transport constraint preventing the amendment. Council's engineering officers and State Growth did not object to the proposal.

The Planning Authority considers that the five-lot subdivision provides an appropriate initial land-division framework and that detailed Local Business Zone circulation should be assessed when the nature, scale and layout of the business development are known. The absence of final circulation plans at this stage does not, of itself, demonstrate that the proposed zoning or Specific Area Plan is unsuitable.

E. Conclusion

The Planning Authority has considered the matters identified in the Commission's directions dated 20 August and 16 September 2026.

The draft amendment is consistent with the relevant Tasmanian Planning Policies. It provides for coordinated urban growth within the metropolitan urban boundary, materially greater planned housing capacity and diversity than is available under the existing Rural Living B Zone, consolidated public open space and coordinated infrastructure planning. It would not remove industrially zoned land, alter the Cambridge Regionally Significant Industrial Precinct or displace an existing industrial use. Future sensitive use and development will remain subject to the Attenuation Code where applicable.

The Planning Authority considers that section 32(4) of the *Land Use Planning and Approvals Act 1993* is satisfied. The amendment and Specific Area Plan establish planning capacity for significant social and economic benefits and respond to the particular spatial and social qualities and land-use relationships of the site that require coordinated provisions for residential use, density, built form, subdivision, roads and public open space.

The amendment also aligns with the principal relevant directions of the Southern Tasmania Regional Land Use Strategy 2026. Before lodgement, the Planning Authority must confirm that the proposal achieves the mandatory minimum net residential density of 15 dwellings per hectare or provide evidence that identified on-site constraints require variation. The final conclusion on consistency with the regional strategy should be expressed only after that matter has been resolved.

The supporting concept masterplan and indicative dwelling yield do not constitute an approved development outcome. However, CLA-SXX.8.1 and CLA-SXX.8.2 regulate future subdivision and roads by reference to Figure CLA-SXX.1. Future subdivision and development, including development within the Local Business Zone, will require separate assessment against the Specific Area Plan, applicable zone and code provisions and relevant infrastructure, environmental, hazard and engineering requirements.

Subject to confirmation of the net residential density matter and any confined drafting clarification considered necessary to reconcile Figure CLA-SXX.1 with applicable technical requirements, the Planning Authority remains satisfied that draft amendment PDPSPAMEND-2024-048902 meets the Local Provisions Schedule criteria and should be approved.

Local Government Area Snapshot

Clarence

For the Clarence local government area (LGA), In the 15 years from 2009 to 2024:

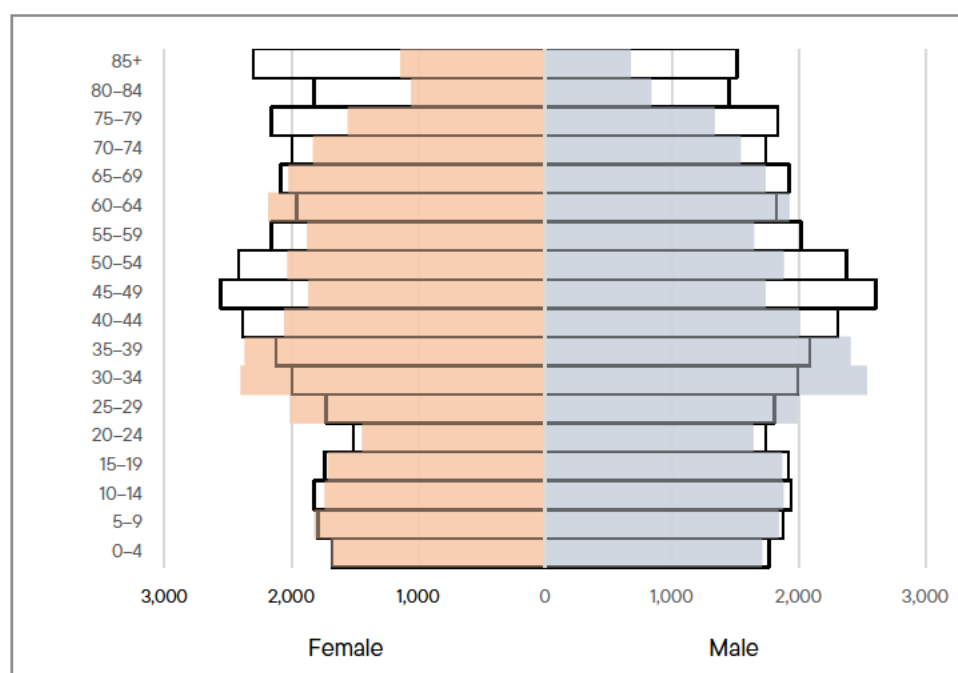
- the population grew by 12,208 people (23.58%)
- the median age* increased from 40.4 years to 41.1 in 2024
- it entered hyper-ageing* in 2019.

For the 15 years from 2023 to 2038, it is projected that:

- the population will grow by 7,277 people
- the proportion aged 65 or older will increase by 5.3 percentage points
- the proportion aged 85 or older will increase by 2.6 percentage points
- the number aged 65 or older will increase by 5,303 people (39.2%)
- the number aged 85 or older will increase by 2,021 people (112.9%)
- the population age structure type will be middle-aged spread*.

	30 June 2024		2038 - projected (medium series)	
	Clarence	Tasmania	Clarence	Tasmania
Population	63,973	574,779	70,940	616,180
2023/24 growth rate	0.40% (253 people)	0.19%	0.67%	0.40%
Growth rate per annum (15-year average)	1.57%	0.91%	0.76%	0.49%
Median age (years)	41.1	42.3	46.2	46.5
Rate of population ageing* per annum (15-year average)	0.12%	0.37%	0.84%	0.71%
Population change profile*	Absolute growth	Absolute growth	Growth - migration-led, natural decline	Growth - migration-led, natural decline
Structural ageing*				
Aged 65 or older (%)	21.5%	22.1%	26.5%	26.9%
Aged 85 or older (%)	2.8%	2.5%	5.4%	4.9%
Numerical ageing				
Aged 65 or older (No.)	13,729	127,395	18,813	165,559
Aged 85 or older (No.)	1,818	14,516	3,811	29,996

Population age structure* 2024 (coloured) and 2038 – projected (outline)



Population retention*, attraction and turnover*

Around two-thirds (68.1%) of the Clarence population lived in Clarence five years prior to the 2021 ABS Census of Population and Housing.

- 15,982 residents did not live in Clarence five years prior – 31.3% of its population, of which 20.7% were aged 0-4 years (i.e. not born five years ago)
 - 43.0% of new residents moved from another Tasmanian LGA.
- 8,070 residents moved to another LGA
 - 68.7% of leavers moved to another LGA in Tasmania.

Top 5 LGA origins and destinations

Origin LGA	%	Destination LGA	%
Hobart	13.5	Sorell	13.5
Overseas	11.6	Glenorchy	12.7
Glenorchy	8.9	Hobart	11.9
Kingborough	4.5	Brighton	7.8
Sorell	4.4	Kingborough	5.7
	43.0		51.6

Tracking/Monitoring

Clarence is currently tracking below its respective low series of the TasPOPP projections.

*refer to the [Glossary](#) for a more detailed explanation of these terms.



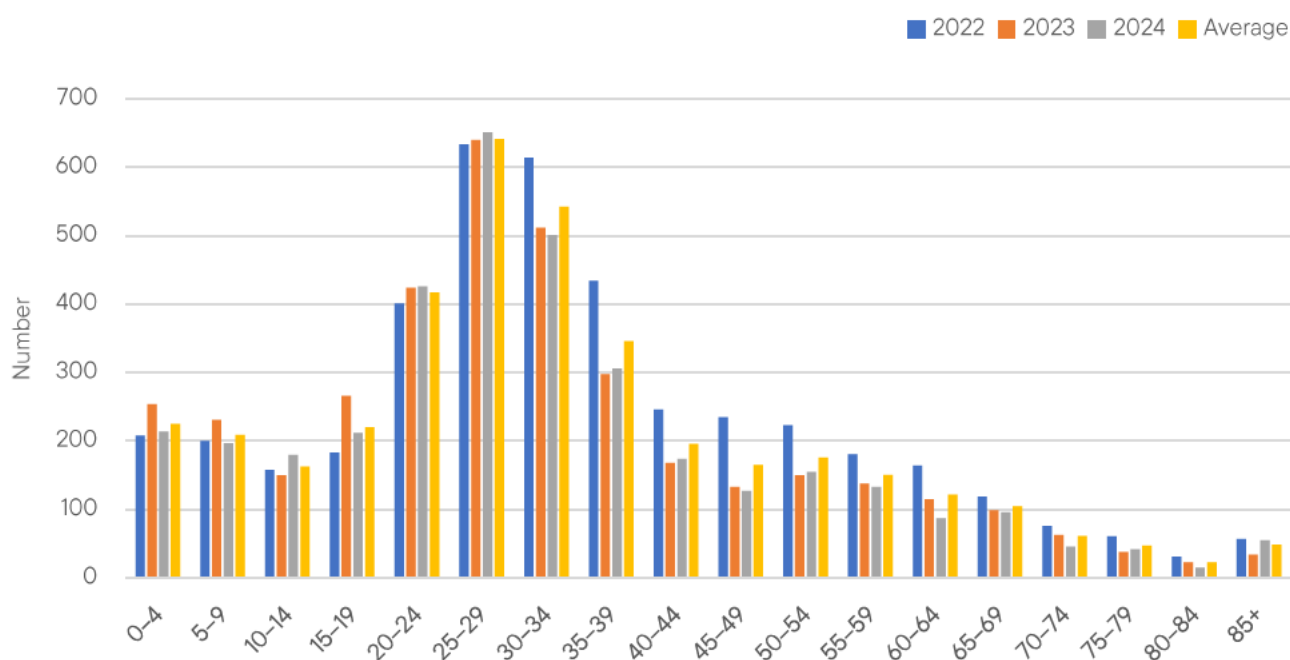
Clarence Local Government Area

Internal Migration Profile¹

Key Points

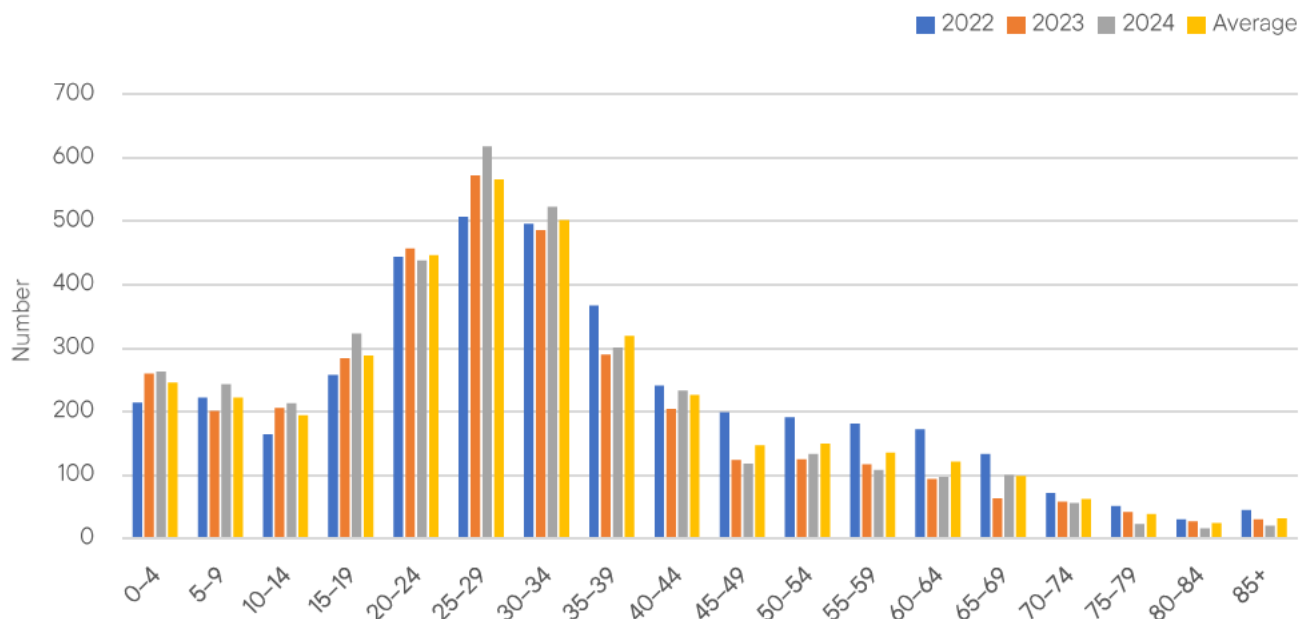
- Arrivals have been declining since 2022, average of 3,859 persons per annum
- Average departures of 3,818 persons per annum
- Net gains for 2022 and 2023, net loss of 209 persons for 2024
- Largest cohorts of arrivals were aged 25 to 29 years, followed by 30 to 34 years
- Largest cohorts of departures were aged 25 to 29 years and 30 to 34 years
- Average net gains for all age groups except 0 to 24 years and 40 to 44 years.

Internal migration arrivals by age



¹ ABS, customised dataset, Regional Internal Migration Estimates by LGA by age and sex, 2021/22 to 2023/24.

Internal migration departures by age



Net internal migration by age

